

1972

# The role of the principal in collective negotiations as perceived by Iowa educators and board members

LeRoy Eugene Johnson  
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The role of the principal in collective negotiations  
as perceived by Iowa educators and board members

by

LeRoy Eugene Johnson

A Dissertation Submitted to the  
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## CHAPTER I. STATEMENT OF PROBLEM

The age of teacher activism has arrived. For more than a quarter of a century teachers have watched many segments of our society use strikes, sit-ins, boycotts and other expressions of militancy to force attention to their grievances. Now, teachers have donned the cap of the activist. During the last half of the sixties, organized activity by teachers to bring about changes in their working conditions increased remarkably.

Many conditions have been cited as contributing to the creation of a climate favorable to a militant stance by educators. Some of the conditions are: (1) A substantial increase in the proportion of males in the teaching profession; (2) Executive Order number 10988, issued in 1962 by President John F. Kennedy, which gave some collective bargaining rights to federal employees; (3) A change in public attitude toward social protest which, in the form of picketing and strikes, became both common and acceptable; and (4) The United Federation of Teachers (UFT) viewed as a considerable threat to the National Education Association (NEA) as a representative of teachers. The UFT and NEA are now surprisingly similar in their policies toward collective negotiations and they are talking merger (46, pp. A1-A4).

Indicative of increased teacher activism is a push for passage of collective negotiation laws. As the seventies began, nineteen states had collective negotiations statutes. This is in contrast to the start of the sixties when only one state had such a law (46, Exhibit A-1).

### Need for the Study

Anytime there is a possibility of a significant change in a relationship between people, there are likely to be misunderstandings, problems to be solved, and resistance to change. Such is the case with regard to the possibility of collective negotiations becoming part of the procedure in public education. Numerous questions come to the forefront: How will this new relationship affect the role of the teacher? What will be the changes in the teacher-principal relationship? What will be the role of the principal in the negotiation process?

Fauble states the quandry as it relates to the elementary principal:

Negotiations have placed the elementary administrator in an unenviable position. He appears to be endeared by all, primarily because most teachers, parents, and boards of education view the principal's role as one of key importance. It would seem that the time is rapidly arriving when elementary principals will need to fully define their position in negotiations (20).

In Iowa, the Iowa Association of Secondary School Principals, Iowa Association of School Administrators and Iowa State Education Association, and its affiliates, Iowa Association of Classroom Teachers and Iowa Association of Elementary School Principals, have each issued a position paper or statement regarding its particular stand on collective negotiations, as has the Iowa Association of School Boards. While these position papers are certainly of importance, particularly in developing thought, it must be remembered that they are created by a committee of each association and approved

by action of delegates of the particular group they represent. Action of this type, while providing a working basis, may or may not be representative of the thinking of those who will participate or who will be affected by collective negotiations.

The Iowa Sixty-third General Assembly, in both its 1969 and 1970 sessions, and the Iowa Sixty-fourth General Assembly, in the 1971 and 1972 sessions, had, as portions of their business, bills which would have permitted collective negotiations had they passed. A part of the reason for the failure of the collective negotiations bills is possibly that questions concerning the extent or limits of negotiable items and the roles of administrators have not been explored satisfactorily. Another may be a change in the supply of and demand for teachers' services as the population stabilizes. No collective negotiations bills have become laws in Iowa to date, but a collective negotiations statute becomes increasingly likely as the pressures for its introduction and passage increases.

Be it acknowledged that those affected by collective negotiations face unfamiliar questions of loyalty, role and intent. These questions must be met squarely. One approach to answering the questions about negotiations is to ascertain scientifically how the respective participants see this new relationship with others and themselves as participants.

Studies by O'Hare and Borger dealt with questions of collective negotiations. The study completed by O'Hare (50) investigated collective negotiations as perceived by Iowa teachers and superintendents. A companion study by Borger (7) sought the perceptions of Iowa board of education members and superintendents. The roles of teachers and boards

of education in negotiations are evident, and these studies reinforce the notion that superintendents are agents of the board, however, the role of the principal remains undefined.

This study was designed to replicate portions of, and expand upon, the studies of O'Hare and Borger by obtaining the perceptions of teachers, elementary school principals, secondary school principals, superintendents and board of education members relative to the negotiations process and the nature of the principal's role in this process in Iowa. The information obtained in this study can be of value to Iowa legislators as they strive to write a satisfactory collective negotiation bill. The data may also be applied generally in Iowa school districts as they begin to prepare their negotiations procedures. Also, the study may be useful to the various state professional organizations as they reassess their positions on collective negotiations in light of the findings presented here.

#### The Problem

The problems of this study were:

1. To determine the perceptions of public school teachers, elementary school principals, secondary school principals, superintendents, and board of education members of randomly selected school districts relative to the nature of the role of the principal with regard to the negotiations process.
2. To determine the perceptions of public school teachers, elementary school principals, secondary school principals, superintendents, and board of education members of those

selected Iowa school districts relative to collective negotiations between the board of education and the professional staff of the school in the following general areas:

- a. The right to negotiate.
- b. Legislative action -- the need and scope of legislation.
- c. Negotiations procedures -- are they negotiable?
- d. Rights of the negotiations unit -- security of the unit and its members, right to conduct an agency shop, exclusive negotiation rights.
- e. Content of negotiations -- scope of negotiations, teacher activity, instructional program, personnel policies, salary policies.
- f. Inclusion of supervisory personnel in the collective negotiations process.
- g. Impasse procedures -- arbitration, mediation, sanctions, strikes.

### Hypotheses

In this study, the following hypotheses were tested to determine if there were significant differences in the perceptions of public school teachers, elementary school principals, secondary school principals, superintendents, and board of education members of the problems as stated:

1. There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members regarding their perceptions of the role of the principal in the negotiations process.

2. There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions of the right of teachers to negotiate collectively with their local board of education.
3. There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions relative to the need for an enactment of a collective negotiations statute by the state legislature.
4. There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members regarding negotiations procedure as a negotiable topic in collective negotiations.
5. There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members regarding negotiability of items relating to the rights of the negotiating unit.
6. There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions of the contents of collective negotiations.
7. There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions of the inclusion of supervisory personnel in the collective negotiations process and agreement.



8. There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions of impasse procedures.

### Definition of Terms

#### Agreement

A written document negotiated by an employer and employee organization for an established period of time, usually one or two years. Sets forth the conditions and terms of employment, rights and responsibilities of both parties, and procedures for settling disputes and handling grievances.

#### Arbitration

A method of settling disputes by submitting them to an impartial third party, an arbitrator, whose decision is usually final and binding. Arbitration is compulsory when required by law, voluntary when entered into upon the volition of the disputing parties.

#### Collective negotiations

A decision-making process in which the employee representative bargaining agent bargains with the employer in an effort to reach an understanding regarding conditions and terms of employment. The desired outcome of collective negotiations is an agreement. Collective negotiations is termed professional negotiations by teachers' associations, and collective bargaining by teachers' unions.

#### Exclusive negotiating rights

The right and responsibility of an employee organization to bargain collectively, as the negotiating agent for all employees, whether the employee is a member of the organization or not.

Grievance

Any complaint expressed by either party to the agreement against the other party.

Impasse

Persistent disagreement between employer and bargaining agent requiring mediation, arbitration or other means for settlement.

Mediation

The efforts of an impartial third party who assists in settling disputes between parties. Unlike the arbitrator, the mediator does not dictate the terms of settlement.

Negotiating agent

The group, committee or individual designated as the representative of the employee or employer at the bargaining table. Each party has a negotiating agent.

Negotiating unit

The employee organization which will coordinate the bargaining for employees.

Sanction

A statement of censure, accompanied by anything short of a work stoppage, as a means of drawing attention to an alleged infringement of an employee's rights, thereby seeking recourse.

Strike

Temporary work stoppage by employees to express a grievance, enforce a demand for changes in the conditions of employment, obtain recognition, or settle a dispute with the employer.

Titles

AASA	- American Association of School Administrators
AFT	- American Federation of Teachers, AFL-CIO
DESP	- Department of Elementary School Principals, NEA
IACT	- Iowa Association of Classroom Teachers, ISEA
IAESP	- Iowa Association of Elementary School Principals, ISEA & DESP
IASA	- Iowa Association of School Administrators, AASA
IASB	- Iowa Association of School Boards, NSBA
IASSP	- Iowa Association of Secondary School Principals, NASSP
ISEA	- Iowa State Education Association, NEA
NASSP	- National Association of Secondary School Principals
NEA	- National Education Association
NSBA	- National School Board Association

Sources of Data

The mailed questionnaire method of descriptive research was selected to obtain the perceptions of Iowa public school teachers, elementary school principals, secondary school principals, superintendents, and board of education members relating to the role of the principal in collective negotiations and the scope, content, and procedures of negotiations. The persons chosen for this study were from randomly selected Iowa public school districts stratified by enrollment size. The source of the school districts was the 1970-71 Iowa Educational Directory (28).

### Delimitation

The scope of this study was limited to teachers, elementary school principals, secondary school principals, superintendents and board of education members of public school districts in Iowa which employ full-time supervisory high school principals and maintain high schools for the 1970-71 school term. Excluded from the study were schools that were private in nature.

Caution is suggested in the attempt to apply the information obtained from this study to populous states or states with conditions which vary considerably from those found in Iowa. Iowa is a state with a large rural composition and numerous small school districts. The influence of union activity is limited to the few urban areas of Iowa. Also, student activism has been limited to the few urban areas of the state.

### Organization of the Study

The presentation of this study has been organized into six chapters. The first chapter includes the need for the study, the statement of the problem, hypotheses to be tested, definition of terms, sources of data, and delimitations of the study. The second chapter presents a review of related literature and research. The third chapter contains the methodology and design of the study. In the fourth chapter the findings of the data collected from the mailed questionnaire are recorded and analyzed. A discussion of the findings, with an emphasis on areas of strong agreement or disagreement, makes up chapter five. Chapter six summarizes the entire study and gives recommendations.

## CHAPTER II. REVIEW OF LITERATURE

The collective negotiations movement has swept the nation -- more quickly than almost any other single innovation in the field of education. Teachers have embraced negotiations as the panacea to the mammoth problems under which they have labored for decades. Boards of education and legislatures grasp at this process, new to them, as a last resort to regain tranquillity in their areas of public responsibility.

During a ten year period, from 1960 to 1970, nearly 40 percent of the state legislatures passed negotiations statutes. Prior to that time, only one state, Wisconsin, had such a law, enacted in 1959 (46, Exhibit A-1). Appendix C of this study is a comparative analysis of current collective negotiations statutes in the United States, the result of a survey of the Chief State School Officers.

## Collective Negotiations Defined

The action termed "the collective negotiations movement" seems to be as much a struggle of ideologies (AFT and NEA), as of adversaries (teachers and boards) attempting to gain or maintain the upper hand. The ideological struggle between the AFT and NEA - unionism versus professionalism - places these reluctant participants in position for an inevitable merger.

Lieberman asserts:

. . . The differences between collective bargaining and professional negotiations are not at all clear. Some respected authorities not connected with either the NEA or the AFT have asserted that there are no differences or only relatively unimportant ones between these procedures (39, p. 2).

In stating this, Lieberman made way for the establishment of a new term designed to "not prejudice" the issues. Lieberman, hence, defined collective negotiations (by whatever name) as:

A process whereby employees as a group and their employers make offers and counter-offers in good faith on the conditions of their employment relationship for the purpose of reaching a mutually acceptable agreement, and the execution of a written document incorporating any such agreement if requested by either party. Also, a process whereby a representative of the employees and their employer jointly determine their conditions of employment (39, p. 418).

Lonsdale (40) refers to this phenomenon as "a new distribution of power." He points up that teachers are gaining strategic ground in the decision-making process through the re-distribution of power in education.

In discussing the choice of terms, Metzler (44, p. 8) offers that "negotiate" means neither discuss, confer, consult, nor capitulate. While negotiations is essentially an exchange of ideas aimed at an agreeable fruition, good faith negotiations can take place without agreement being reached. Metzler adds another dimension to the discussion by saying:

Negotiations, to take place, have two essential requirements:  
 (a) the parties must be legally or illegally, equals, and  
 (b) the parties must be able to utilize pressure to induce the other to compromise (44, p. 8).

While this view may not be readily accepted by others, Taylor lends credulity to Metzler's statement when he states:

In the public sector, negotiations are between two political entities. Each party looks to a higher authority, the people represented, for a validation of its decisions by majority rule. Indeed, the governmental employing agency is bound to conform to such terms of employment as are mandated by the

legislative bodies and may have to secure legislative approval for other terms to which it has agreed in collective negotiations. Negotiators for employee unions and employing agencies in the public service are thus subject to somewhat similar inhibitions (59, p. 19).

### Historical Development of Collective Negotiations

Any discussion of collective negotiations must contain some account of its historical development. Since this study is a companion of studies by O'Hare (50) and Borger (7), an adequate tracing of the development of collective negotiations would be repetition. Therefore, this study will forego the usual historical investigation and refer to Borger's work and to an even more comprehensive account by Lieberman (39).

Borger traced the historical development of collective negotiations from the inception of the National Labor Relations Act (NLRA) of 1935, through urbanization and growth of the population and of the teacher ranks, including "maturation of teaching as a real, not token, profession" (7, p. 9), and through actions of state legislatures and various "education" groups, including approval of a resolution favoring professional negotiations, passed in 1962 by the Delegate Assembly of the National Education Association. According to Borger, passage of this resolution was the official entrance of the NEA into the race for "professional negotiations", even though, for years, the AFT has been striving for, and achieving recognition as the representative of teachers' groups.

The forerunner of contemporary collective negotiations could have been the medieval guilds, according to Lieberman (39), if their aim to

represent employees and to advance their objectives are considered. However, the practical beginnings are in the 1806 Philadelphia Cordwainers case, in which the defendants were found guilty of a conspiracy to raise their wages (39, p. 63).

Lieberman followed the development from the Cordwainers case, to the case of Commonwealth V. Hunt in 1842, when the doctrine of criminal conspiracy ended, and through the Sherman Anti-Trust of 1890, which was applied to unions until the 1940's. The National Labor Relations Act (Wagner Act) of 1935 was "one of the most significant labor laws ever enacted in the United States," said Lieberman (39, p. 68). Each of the Acts, Taft-Hartley and Landrum-Griffin, are credited as being significant in the move toward negotiations, as is Executive Order 10988, issued on January 17, 1962 by President Kennedy.

The affects of AFL-CIO action are thoroughly discussed by Lieberman, and still another entire chapter of the book (39, pp. 387-413) is devoted to discussion of the future of collective negotiations.

More recently, President Richard M. Nixon's Executive Order number 11491 has removed many of the ambiguities and inadequacies of Executive Order number 10988. It establishes the requisite formal framework for effective bargaining for Federal employees (61).

Collective negotiations has an exciting and stormy history when its evolution is considered as part of the broader labor negotiations development, as it should be. The most important single action is perhaps President Kennedy's Executive Order. This seems to be the legitimizer as teachers press for negotiations. However, the Wagner Act is also high in ranks when adjudging the importance of these actions.



### Incentives for Collective Negotiations

O'Hare's (50, pp. 11-13) study is quite comprehensive in that the study included several viewpoints of the incentives for collective negotiations. O'Hare (50, p. 11) comments that a paradoxical situation occurs as the more democratic administrator, more demanding teacher, more opulent economy, and the change in the attitude of society toward public employees' rights exist simultaneously, since the existence of some of these conditions would suggest that militancy would not be necessary.

O'Hare's review of the literature encompassed a wide range of ideas as causes of the collective negotiations push, as follows:

1. Doherty's notion that in the urban centers there is no one to "send messages" to the board of education except the educators, since the parents of the public school students are not influential and send few "messages" (50, p. 12).
2. King's contention that collective negotiations is the result of:
  - (a) a distressing feeling of anonymity among urban teachers.
  - (b) a local conservatism which makes taxpayers recalcitrant in providing school support.
  - (c) an increase in the number of teachers from labor-oriented families.
  - (d) a resentment on the part of today's well-trained teachers chafing under administrative practices geared to the normal school era.
  - (e) a national acceptance of the policy that each employee has the right to negotiate with his employer regarding the terms of his employment (50, pp. 12-13).
3. The assertion by Moskow that organized labor has made an intentional contribution to teacher militancy in an effort to organize teachers and other white collar workers (50, p. 13).

4. Webb's feeling that no single isolated factor can be labeled responsible for the militancy and salary disputes. Webb characterizes this as a new element in relationships between public employers and employees (50, p. 13).

Rose (57) puts the questions bluntly and in stark contrast to those already mentioned. Rose asks the questions "can local school boards survive?" and "should local school boards survive?" He contends that local boards have failed the public. They are not equipped to solve the problems of the schools, to convince their public of the necessity for increased revenue for operation of the schools, and have lost public confidence as costs have increased, and as communications have improved between teachers' organizations - local, state and national.

Taylor (59) strikes a similar chord with his statement:

The traditional organizational structure, i.e., the board-administrator-teacher relationship, has become increasingly ill-adapted to meet the public interests, diverse and conflicting, and the public has failed to respond to the simple argument that 'nothing is wrong that more money won't cure.'

Other comments are more in line with King's notion of "teacher anonymity" mentioned earlier. Board member Calkins (9) points toward inadequate salaries, increased numbers of students due to the post-World War II baby boom, and dissatisfied male teachers as the root causes of the major conflicts in education today.

Griffiths' (22) contribution of a reason the board-superintendent-teacher relations problem is so prominent now is "that teachers' needs are not being met." The "needs" are "scandalously low and out-of-proportion salary schedules", smaller classes, and assistance in clerical

task and supervision. He points out, also, that most superintendents "have an outmoded concept of their role as teacher of teachers."

Azzarelli (3) observes that public school teachers are no longer timid and self-effacing as in pre-World War II days. Because of this new posture by teachers, school administrators and board members no longer hold the exclusive operational tools of power. In short, school systems are no longer closed systems, but then they have never been.

There are a lot of reasons, according to Rogers (56), for teachers to be receptive to unionism and militancy "but to one who has been involved in the employee relations field for about 18 years, the real explanation is that there always has been a teachers' union but it just recently began acting like one."

Strange as it may seem in some quarters, a 1968 Harris Poll (23) showed widespread public sympathy with demands made by teachers. Harris reported that Americans agree, by 67 to 19 percent, that "teachers should have a bigger voice in the education system." They also agree, by 51 to 41 percent, that "teachers are underpaid, and striking is sometimes the only way they can get a raise." Although the division is closer, 49 to 41 percent, the public endorses the principle that "teachers should have the right to strike." By a lopsided 85 to 11 percent, however, the public believes that "when teachers strike, the students are the ones who lose."

Essex (19) sees the problem as a movement to place the teacher or the profession in control of the schools and a movement for parents to take the management of the schools from the hands of the board and the administration.

Berg's (6) explanation of the phenomenon is that financially independent school districts are now the objects of more voter concern than most major election campaigns. Taxpayers find that they are able to influence funding of the schools, and they are not willing to squeeze themselves much further. Another aspect of Berg's discussion is:

While most Americans are aware of the income advantages of formal education, and would apparently like to maximize these personal returns, they would like to restrict the size of the investment. It should hardly surprise the citizen or the planner, however, that teachers balk at what they see to be a personal subsidy that helps keep the return on educational investment relatively high for their youthful beneficiaries while the teachers themselves struggle to stay economically abreast of a less educated blue collar population (6, p. 27).

Berg's position would be accepted by persons who feel that as the teacher becomes better educated and more "professional", he becomes more sophisticated and would, perhaps, question the economic balance of the situation. The question of balance would point out that at the expense of the teacher, the student is receiving an inexpensive education, which, in turn, will improve his chances of increasing the return on that investment.

As can be determined from the lengthy discussion and variation of arguments, the incentives for collective negotiations, at best, can be said to be complex and pressing. Financial considerations are high in rank as an incentive, but dissatisfaction with the present structure for determining policy is, also, a leading factor.

This investigation of the incentives for collective negotiations has turned up another facet which deserves consideration -- that is the necessity of negotiations. Borger (7, p. 115) found that 82 percent

of the board members and 87 percent of the superintendents interviewed agreed that the teachers have the right to negotiate collectively with their local board. With fewer agreeing, still 51 percent of the board members and 64 percent of the superintendents felt that the legislature of Iowa should enact a statute prescribing the content of negotiations. Yet, there were numerous comments added, by those completing the questionnaires, to the effect that negotiations was going to be "a bitter pill to swallow."

O'Hare (50, pp. 109-110) reported similar agreement concerning the right of teachers to negotiate collectively by approximately 97 percent of both groups. He also reported:

A substantially greater percentage of superintendents than teachers believed a state negotiation law was necessary. The superintendents prefer uniform guidelines limited to economic conditions. Teachers appear to prefer not to be bound by a law unless the scope of the law is unlimited (50, p. 119).

Rogers states this position:

If you are to properly consider and evaluate my remarks (regarding a professional negotiations law), you are entitled to know that I do not think that there is a demonstrated need for such a law in Iowa (56, p. 5).

In summary, the incentives for collective negotiations have been building up for some time and are aimed at legislation which will be favorable toward it, if not mandatory. In the meantime, stalwarts of "the power of the board" and a conservative resistance continue in the face of the changing relationships. To date, in state after state, collective negotiations is making gains (See Appendix C).

## The Status of Collective Negotiations in Iowa

Rogers (56, p. 5) states clearly the legal status of collective negotiations in Iowa:

The Iowa Supreme Court decision in the Board of Regents case (decided last February) says you may (but are not required to) negotiate with employee representatives for those whom they represent. The Court also said that public employees may not strike.

That is the extent of the Iowa law that is directly relevant today. And there is no Federal law at all (except perhaps in a narrow, technical secondary boycott situation).

Thus the key characterization of the law in Iowa today is:

- (1) No longer can you take the position that legally you cannot negotiate. You can bargain but
- (2) No one can - as a matter of law - force you to bargain; and
- (3) There are no rules as to how you bargain, when you bargain, or how you determine with whom you bargain - or how to resolve bargaining disputes.

In spite of this opinion by Rogers, which is shared by others, the efforts to enact a collective negotiations law in Iowa have been persistent. For several years, a committee made up of representatives of the various professional associations, ISEA, IACT, IASA, IASB, and others has worked diligently to iron out the differences to produce a collective negotiations bill acceptable to members of those associations. Bills, which would have mandated collective negotiations, have been introduced into the 1969 and 1970 sessions of the Iowa Sixty-third General Assembly and the 1971 and 1972 sessions of the Iowa Sixty-fourth General Assembly, but have failed to pass.

Conn (13) analyzes the action of the 1969 session of the legislature as follows:

The other bill not acted upon, but prominent in much discussion was Senate File 648, the bill for establishing a system of Professional Negotiation for professional school employees. This bill, likewise, was high on the Senate Steering Calendar for some four weeks. Much effort had gone into the final drafting of the bill. For months before the session convened, joint committee efforts of ISEA, IASA and IASB researched, debated, rewrote, and finally agreed upon the form of the bill except for a couple of items, the most serious of which dealt with the extent of the negotiable subject matter. It was our firm position, that the subject matter provisions must be limited to salary and economic matters insofar as formal negotiation was concerned.

This will come up without a doubt next January. As a matter of fact, a study commission has been established by action (HCR 33) of this legislature to develop findings and presumably recommend actions for the next session.

Later the Iowa Association of School Boards (25) reported the following conclusion as adopted by the aforementioned commission:

The committee finds collective bargaining is desirable and necessary, and that the committee (will) set about to make recommendations to the legislature to implement the ability to public employers to recognize the right of their employees to bargain collectively.

Midway through the 1970 session of the legislature, the ISEA (31) reported to its membership:

On a strong 47-11 vote, the Senate sent to the House a good negotiations bill. The Senate turned down a series of crippling amendments, but also rejected an important ISEA - sponsored rider (inclusion of principals).

In a final observation of the same session of the Iowa General Assembly, the ISEA (32) noted:

. . . a last ditch effort to bring the negotiations bill before the House failed on a 42-68 vote. Actually the bill had died Tuesday when it received only 21 of the necessary 22 votes in the House Appropriations Committee.

A regrouping of forces is expected in preparation for the Sixty-fifth Iowa General Assembly. Even as the forces favoring collective

negotiations in Iowa faced set-backs, the National Education Association encountered similar problems in its efforts (49, P. 27) to convince the United States Congress of the need for mandatory collective negotiations on the national level.

In the face of defeat, the NEA, through its Representative Assembly, has established a new service to its membership - UniServ. UniServ is a program aimed at placing a full-time worker in the field for every 1,200 educators in the nation. In describing the new service, the NEA (47) explains:

UniServ supplies, right at the local level, a skilled professional who is capable of defending the local members' interests in every regard - especially at the negotiating table - and capable of promoting local members' interests in every matter - from better public relations to the improvement of instruction.

#### The Content of Collective Negotiations

One of the major disagreements on the joint committee of ISEA, IACT, IASA and IASE members, as reported by Conn (13) was "the extent of the negotiable subject matter" or the content of collective negotiations.

Borger's review of literature revealed a wide range of opinion as to the nature of the content of collective negotiations. The most conservative viewpoint was expressed by the National Association of Secondary School Principals (7, p. 23) which desired limiting negotiations to "salaries, health and welfare benefits, hours and loads of work, grievance machinery, and physical working conditions."

This scope of negotiations was only slightly expanded by the American Association of School Administrators' position (7, p. 20)



which listed seventeen items acceptable for negotiations, including number 17, - "other mutually agreed-upon matters which directly affect the quality of the educational program."

Borger makes an interesting point:

The position of the National Education Association regarding the content of negotiations has changed from one concerning itself with salaries and economic welfare benefits to one regarding all matters which affect the quality of the educational program, covering a wide latitude of areas (7, p. 22).

Two factors which would account for a changing, shifting stance by those propounding collective negotiations were pointed out in Borger's review. The first, by Wildman (7, p. 21), is that the employee organization must, because of internal politics, continuously expand the scope of issues on which it desires action. To maintain power, and to justify its existence, the employee organization must broaden its bargaining considerations.

The second factor, credited to Steffensen (7, p. 24), was that the language used in defining the scope of negotiations is nebulous. Such terms as "working conditions" and "employee welfare" defy description.

Borger sums up his review of literature by stating:

Historically and traditionally, negotiations between school boards and teacher organizations have generally been limited to salaries and economic welfare benefits. It would appear that the scope of collective bargaining is expanding, as unions are moving in the direction of modification of management decision-making as it affects worker welfare and security. Today the shift from salary and economic benefits in collective negotiations includes not only these items but also almost any matter related to the educational program (7, p. 25).

When O'Hare (50, p. 59) asked superintendents and teachers "which one" of a list of items they perceived to be most important as a topic

for negotiations, he found agreement, in that 52.8 percent of the teachers and 85.7 percent of the superintendents stated that most important was the question of salaries and wages.

Borger (7, pp. 111-112) summarized the findings of his study, regarding content of negotiations in this manner:

Board members and superintendents are in strong agreement regarding the negotiability of most salary policy items and negotiation procedure items. Superintendents generally indicated the stronger agreement, perhaps due in part to their more direct involvement in the school program and greater awareness through teacher contacts of the evolving patterns of collective negotiations.

Board members and superintendents expressed strong disagreement to the negotiability of such items as:

1. Distribution of budgetary items
2. Application of state and federal funds
3. Development of tax or bond programs

Both groups clearly feel that areas such as these are out of bounds of negotiation territory.

Many items are perceived in essentially the same way by board members and superintendents. Both groups view the rights of the teachers' organization as limited, are hesitant to allow teachers to negotiate such matters as promotions, dismissals, and teaching assignments, and view the superintendent as an active participant in collective negotiations.

There is, as Lonsdale (40) suggested, a new distribution of power in the making, with, as yet, that distribution a matter open for discussion. However, as is evident in the literature, the power is shifting. For example, whereas at one time the prevalent thinking about content of negotiations was very narrow - limited to salary and fringe economic benefits, the dominant attitude presently seems to be all-encompassing - anything is negotiable.

In light of this attitude, a study such as this must consider the very real possibility of strikes. Moskow (46, Exhibit A-3) shows that the number of man-days lost to work stoppages more than doubled in one year, from 25 per 10,000 man-days worked in 1967 to 55 in 1968. This includes man-days lost during a New York City teacher strike.

Essex (19, p. 4) is convinced that teacher militancy will worsen before it gets better. His tally of teacher strikes showed two in 1965, 33 in 1966, and 80-plus in 1967.

O'Hare's (50, p. 112) study showed that the right of public school teachers to strike was viewed negatively by 83 percent of the superintendents, but by only 48 percent of the teachers responding.

According to Nolte (49, p. 27) teacher strikes would have been legalized in the United States had a bill (S-1951) before congress in 1969 passed. That bill had the full backing of the NEA, but was opposed by the NSBA.

Nolte observed:

If teachers are to be allowed to strike with full governmental sanction, at what level of toleration will we deal with such legalized work stoppages?

Management's final and ultimate weapon has been the ability to "lock out" its employees who are giving them trouble. This is said to be equivalent to the workers' right to strike -- each as a final weapon and gesture of defiance. But school boards are precluded from closing the schools by locking out their employees; they must stay in business if at all possible. If school boards cannot wield management's final and ultimate weapon (the lockout), the question then arises whether school employees should have access to labor's ultimate weapon (the strike) (49, p. 28).

In the absence of a lock out and a strike, the collective negotiations process in education is markedly different from bargaining

in the private sector. An alternative to the lock out and strike is suggested by Calkins:

In a democracy which does not believe in compulsory labor, an industry in which strikes are prohibited and management decentralized must in fairness give its employees, as a substitute for the strike weapon, a right to compulsory arbitration of wage and working condition disputes (9, p. 15).

The content of collective negotiations has been and continues to be a major obstruction in the negotiations process. For a time, "salaries, wages and other items affecting the welfare of teachers" was the acceptable basis of negotiations, until items affecting the welfare of teachers, such as class size, were brought to the bargaining sessions. It was then determined that the terminology was ambiguous and needed clarification. However, the trend had begun. The range of items open to negotiation now appears to be unlimited. But while the content of collective negotiations seems boundless, the process itself is limited. The board of education has no power to keep its employees away from working, as is the case in a shut out. Likewise, to date, public employees are prohibited by law from striking.

McPeck (42) observed it was just a short time ago that negotiations was salary oriented.

Today it is as broad as the negotiators' interpretation. As a "middle man" in such a broad field of endeavor, the principal is seeking clarification of role.

#### The Role of the Principal in Collective Negotiations

The unsettling question of the role of the principal in the collective negotiations process remains largely unanswered. Numerous writings have been directed to this problem; each association of

persons which would be affected by this predicament has taken a position on it; and in many states it has been dealt with by statute (See Appendix C). However, in the practical arena of the day-to-day activities of the school and at the bargaining table, the problem continues to present itself in its perplexity.

It is not yet true that principals are "odd men out" according to Cronin (14). Principals have headed up the negotiating team for teachers units, have been active on the board's negotiating team in some instances, have acted as consultants to one team or the other, and have, in other cases for the present at least, been left out of the process altogether.

Perhaps the confusion surrounding the principal's role in negotiations could be better understood by an examination of his role in education.

Melton and Stanavage (43) envision the principalship as a multi-faceted office. The principal is an educational leader, whose activities must directly support the improvement of instruction. He is an administrator, sharing decision making, directing policy making, implementing policy and being held accountable for the impact of the school on its students. The principal is an interpreter of the school, its programs, purposes, philosophy and problems to the students, staff and community, and an interpreter of these groups to the school. He is also a conflict mediator between the various groups within his domain, from the simplest form of settling conflicts between parties to the complex creation and control of conflict to promote professional growth.

The principal is an "educator of educators", who understands the elements of good teaching and assists his professional staff toward this goal.

The principal is an ombudsman who works sympathetically with "dissident youth, nonconformist teachers, and aggressive parents" to keep his school from losing its human dimension. And finally, he is a professional, who contributes to the continued health and well-being of his profession, thereby deriving benefits to his own professional growth.

Not all writers in this field of the principalship would agree wholeheartedly with Melton's and Stanavage's analysis of the functions of the principal, but would undoubtedly agree that the principal's job is multi-functional. In further analysis, the principal's obligations would seem to be incongruous even without the newest ingredient, collective negotiations, as an added responsibility.

Woods' (68) concern for the inconsistencies in the principal's role is focused from another point of view, as collective negotiations become reality:

The principal finds himself being pulled between two loyalties; he is a member of the administrative staff, and yet he is more closely allied with his teachers than any other member of the administrative staff.

The arguments for and against participation by principals in the negotiations process are summarized by Olson (51):

. . . administrative and faculty concerns cannot rationally be separated; a common-sense approach avoids coercion; the process democratizes and actually strengthens administrative authority; teachers are as much agents of the board as are principals; and that involvement assures that the major concerns of the principals will be considered.

As the principal's role in collective negotiations is examined further, a point made by Lieberman (37) must be included:

Bargaining is an adversary process, but the adversaries have to live together after they reach agreement. That is why "labor contracts" are so different from ordinary commercial transactions. If you sell your house, you and the buyer do not contemplate a continuing relationship. The contract is a one shot affair; if one of the parties makes a bad bargain, that's his tough luck. In collective negotiations, however, the adversaries are defining their continuing relationships for a considerable period of time. They are also setting the stage for future negotiations. These facts affect the substance of the contract. They also suggest that the contractual relationships between the parties must be viewed as an integral part of the negotiating process itself.

The principal, the person with the ubiquitous responsibilities, has a role in collective negotiations. The role may seem to be in contradiction with some of his other roles or may put some of his other responsibilities in conflict with each other. However, keeping in mind the adversary nature of the negotiations relationship, there must be a role for the principal for two primary reasons. First, the principal's expertise, his knowledge of his school and the variations between schools, and the affects negotiated items may have when practically implemented are indispensable to both parties at the negotiations table. Second, the principal's interests must be served, not only in bargaining for his salary, but also in that ambiguous area of the principal's welfare.

While the assurance of a role for the principal may be comforting to some, the changes or adjustments in his traditional roles may be disquieting to others.

Bailey (4) found, in questioning New York principals, that those principals in school districts where formal negotiations was practiced perceived a greater number of increased constraints over the past five years than did their counterparts in school districts without formal

negotiations. The greatest constraints were felt in the areas associated with obtaining and developing personnel.

Redfern (54) insists that negotiations not only affects the principalship, but it produces uncertainties as to prerogatives of the principal. By bringing class sizes, teaching assignments, and similar matters to the bargaining table, administrative discretion is challenged. Redfern sees an increase in the importance of committees of teachers in decision making, with the inevitable affect on the principal of making him an implementor and coordinator of policies and procedures emanating from local committees rather than from the central staff. The principal may be an active participant in the committee, but his unilateral decision-making process will wither.

Regarding the principal as a participant in the collective negotiations process, Asnard (2) is one writer among many who points to the several possibilities for the principal - as a negotiator for the school, with the teachers, or ignored. Asnard opines that the principal should not be expected to serve as a negotiator for the board if he is a member of the employees' bargaining unit - he cannot be expected to negotiate against himself.

Becker (5) states that in a very real sense, all school administrators, regardless of specific assignments, are "assistants to the superintendent". In this capacity, he should provide both the superintendent and the teachers with pertinent information.

Rhodes and Long (55) state that whether by "definition applied in private employment or in public employment, the principal of the school is a management employee."



True, the principal is the chief instructional leader in the organization of many schools, he carries curriculum responsibilities in many schools, but he is, in the collective negotiations and staff relations contexts, the management representative in the school.

The principal, as an assistant to the superintendent or as the management representative, would be considered a consultant to the board, advising it of what should or should not be negotiated and the affects of negotiation of specific items. Hatch (24) made reference to one superintendent whose position was that he would not allow his principals to sit at the bargaining table, so as to avoid confrontations between the principals and teachers. However, he has the principals in another room to advise the negotiators of the board's team.

No literature was found which would suggest that the principal participate only as a consultant to the teachers' bargaining group. This role is a possibility, and principals' aloofness, as the ground rules for collective negotiations were drawn, would indicate a desire by principals to remain apart from the in-fighting.

Neither position just mentioned, the consultant to the board or the consultant to the teachers' bargaining unit, would satisfy the two situations propounded as reasons for a role necessarily existing for the principal. As for his expertise, neither consultative role makes more than token use of it. Also, neither role nearly serves the interests of the principal.

In surveying the frustrations of middle management personnel, Cunningham (15, p. 303) points to an interesting comparison:

Regardless of how suspicious we are of analogies which link the problems of the school with the experiences of private industry, there is a parallel too close to be ignored between

the first and second line supervisors of industry and the principals and department chairmen in the schools. For years, industrial supervisors, convinced of the crucial nature of their jobs in maintaining an efficient and productive operation, have stood by helplessly as new relationships between labor and management were carved out at the bargaining table without them. Without exaggerating the analogy, we can see a similar exclusion taking place in education. About all we can say definitely is that if the principal is to be heard, he must be heard as a member of the administrative team rather than as a spokesman for the teachers.

Rhodes and Long (55) state unequivocally that the principal is a management employee. As such he will be actively involved in the collective negotiations process, from the initial steps of the teachers' group seeking formal recognition by the board to implementation of the agreement and the grievance process.

Cronin (14) insists that the knowledge the principal has concerning the specific problems of the schools and the teachers must be shared with the other administrators. The inference is that the administrators are the primary spokesmen for the board and the community.

Thompson (60) reported on a Wisconsin study of the perceptions of school board members, superintendents, principals, and teachers concerning the role of the principal in collective negotiations. He found that 70 percent of the respondents had reported that at present in their district the principal did not participate in the negotiations procedure. Principals opined "that the best way to protect their interests was to have permanent representatives as members of the management bargaining team."

In contrast to these views, and as an alternative position, Vander Woude (62) expressed the position of the Iowa Association of Classroom Teachers:

We expect that the principal and department heads will remain active members of the association. As a part of the negotiating unit, they will be able to negotiate for the school programs that currently remain only as dreamed-of goals. By linking their salaries to the teachers' schedule, with a differential, they should also be able to achieve a respected salary.

Olson (51) expressed the view that "most principals believe that they should be involved in the negotiation process, usually as members of all-inclusive teachers associations." He feels that associations have evaded the problem by ignoring the principal.

The matter of putting to use the expertise of the principal could be completely realized as he served in either role just discussed. However, his interests could be realized in only the teachers' unit, of the two mentioned, and then there may be some undesirable aspects in that relationship, such as the obligations by the principals to the teachers through the bargaining unit.

In a report of state legislative action to the membership, the ISEA reported:

One major disappointment is that under either bill (proposed) principals, and other supervisory school personnel under assistant superintendent, would be barred from being part of the teachers' bargaining unit. They could have their own unit. ISEA will try to amend either bill to let principals decide in each district if they want to be separate, with the teachers, or nothing (30).

The NEA had a similar position toward the principal's bargaining unit determination. Carr (10) stated that if the parties desired, an all-inclusive negotiating unit could work, if the individual segments of the organization could function without the domination or undue influence by other segments. Carr state further:

One cannot give pat formulas concerning the principal's role in professional negotiation. In the final analysis, the most appropriate pattern for negotiation should be left to local preference, based upon unique local circumstances. Above all, principals must not be spectators when decisions are made about the course of education in their communities.

Teachers and principals have some commonalities. Their interests in better educational opportunities for youngsters are among the most prevalent and are perhaps most easily agreed upon. But there are notable differences between teachers and principals. Brockmann (8) sees the biggest difference as the principal's wider perspective of the problem.

This enlarged perspective carries over to all aspects of the administrative position, a position that requires a breadth of emotional resiliency, a breadth of psycho-social skills, a broad diversification of interests and knowledge, and a broad dedication to the total educational program as it may best serve the students.

In light of the differences in commitment to ends, and the means for achieving them, Parker (52) suggests that separate groups be formed on the basis of job roles, through which members could be thoroughly committed to means not in conflict with their roles.

Thompson (60) found that Wisconsin principals favored establishment of their own bargaining units to negotiate for professional and economic matters. He noted that teachers polled supported this position, but board members and superintendents were strongly opposed.

In searching the literature, two studies were located which pose investigations similar to this study. The study by McPeck (42) in Ohio sought to determine "what perceptions elementary school principals have in common, where they differ, and how these interpretations can be utilized to effect a greater stabilization of role in negotiations."

The other is the study of Wisconsin board members, superintendents, principals, and teachers and their perceptions "concerning the probable effect on the role of the principal of collective negotiations by teachers." Conducted by Thompson (60), the study drew a sample from districts "where a teachers' organization had been recognized as the exclusive bargaining agent."

This study differs from the two mentioned in that it was conducted prior to any widespread practice of "collective negotiations" in Iowa and previous to enactment of collective negotiations legislation. This study was designed to aid in the construction of suitable legislation in Iowa and as a guide to board members and educators as they "tool up" for a new relationship.

The question of the role of the principal in collective negotiation has many facets: The middle-management position of the principal with numerous administrative functions; the special relationship between the principal and teachers; the principal's expertise which would be valuable to either party in negotiations; and the several ways in which the principal could function in negotiations, as a consultant to the board or teachers' unit, as a member of the board's team or the teachers' team, or as a member of a separate unit. The best of these possible situations would seem to be a combination -- the principal as a consultant to the board during negotiations with the teachers' representatives, but as a member of a separate negotiating unit during consideration of salary and working conditions affecting his position. As is true of any of the alternatives, there are possibilities of contradictions, such as the negotiation of an item between the board and teachers which could also

be a matter of the principal's working conditions. But as Lieberman (37) pointed out, this is an adversary process in which the adversaries must live and work together when negotiations end.

The end of formal negotiations around the bargaining table does not signal the end of the principal's participation in this process. In fact, the most difficult part of the process may be only beginning for the principal, especially when the negotiated contract is less than perfect.

Lieberman (37) asserts that administering the contract can be most difficult at the school level where principals are under immediate pressures to accept teacher interpretations of the contract.

Not only will the principal be on the front line of administering the contract, but he will likely find that his method of operation has changed. Redfern (54) predicts that as gains are made by teachers at the bargaining table, principals will find that they are obliged to alter their patterns of decision making. There will be increased sharing of rights and responsibilities concerning all areas of education.

One aspect of administering the negotiated agreement, with which the principal will become thoroughly familiar, Rhodes and Long (55, p. 45) call "Step I of the grievance procedure". This is the point at which, after all attempts through the normal administrative channels have failed to correct a wrong, the principal of the school will be given notice that a grievance is to be presented.

Asnard (2) describes a grievance procedure as a formal, structured, specific method of resolving problems which result from agreement interpretation, infraction, injustice, and noncompliance. Depending

upon the legislative requirements or restrictions and the agreement between parties to the negotiations process, final appeal of a grievance may go to an arbitration board or to the courts.

Redfern (54) feels that grievance procedures may strengthen principal-teacher relationships, "because the process establishes reasonable safeguards for the rights and interests of both parties." It can also be used as a two-way procedure, not always a teacher complaining about a principal, but a principal could bring a grievance against a teacher.

Leshner and Manatt (36) reported, in 1967, that a mail survey of the 455 school districts in Iowa revealed that 31.4 percent had some type of procedure "for the redress of certified employees' grievances." Of these, 12.5 percent had formal agreements.

#### Summary

The role of the principal in the collective negotiations process has yet to unfold in Iowa. A review of the literature indicates several possibilities as this role is considered, the most promising being as an active participant in the negotiating -- as a consultant to the board, and as a member of a separate principals' negotiating unit. He must have had an opportunity to consider the implications of the items being negotiated and he must have a voice in their determination. He must be knowledgeable concerning the content of the agreement, since he will be in the forefront of its implementation. He must have a direct role in the determination of his own salary and working conditions, independent of obligations to a bargaining super-unit. His role in implementing the

contract and serving in the grievance procedure would seem to hamper the principal's working relationship as a participant in a teachers' all-inclusive bargaining unit.

Finally in this consideration, lest procedures get in the way of purpose, is the position as stated by Miller and Newbury (45, p. 34):

Schools are for youth. They should be institutions dedicated to youth -- to their academic, personal, and social growth. Schools are not in business to give administrators something to administrate. Nor is their main purpose to provide for the welfare needs of teachers or the dollar needs of custodians and clerical workers. These jobs exist because, in important ways, the people in these positions help facilitate instruction.

This point, though simple, is a basic concept which seems to be easily forgotten in day-to-day school operation and almost totally ignored in the teacher negotiation process.



### CHAPTER III. METHODS AND PROCEDURES

There were two main purposes of this study. The first, and foremost, was to determine the perceptions of board members and educators of selected Iowa school districts regarding the role of the principal in the negotiations process and in the implementation of the agreement. Second was to compare the perceptions of these same board members and educators concerning various aspects of the negotiations process, including the content of negotiations, as replication and expansion of the studies by O'Hare (50) and Borger (7).

#### Description of the Instrument

The instrument used for this study was a mailed questionnaire (see Appendix A), which was divided into four parts. The first part was to obtain certain personal data about the respondents, which suggested certain relationships. The second sought perceptions of various general aspects of negotiations, such as the need for negotiations statutes. In the third section, perceptions were sought of the content of negotiations. The fourth portion was designed to determine the role of the principal in negotiations as perceived by the respondents.

#### Development of the Instrument

The survey was initiated by, first, listing those aspects of the negotiations phenomenon which seemed to be unanswered, doubtful or perplexing, then translating these into hypotheses. A review of the literature followed, which turned up several additional questions of concern and answered some of those originally stated, resulting in some revision of the hypotheses.

The questionnaire was developed to obtain the perceptions and to permit an analysis of variance treatment of the data. It was then submitted to a panel of ten practicing public school teachers and administrators, whose backgrounds were similar to those of the participants in the study, to check against ambiguity and confusion in the statements therein. A revised questionnaire was field tested by another panel of educators.

#### Selection of the Sample

Only those school districts in the state of Iowa which maintained a public high school recognized by the Iowa State Department of Public Instruction in 1969 were included in this study. The stratified cluster technique of sampling was used since it was believed necessary in this study to select a method of sampling which would include representation of the various sized school districts. It was believed that, in this study, responses would vary according to the size of the school district. Thus, a sufficient number of school districts of various sizes was desired to eliminate any effects this variable might have on responses to the questionnaire and to enable inferences to be made which would be applicable to the total population of Iowa public school board members, superintendents, secondary school principals, elementary principals, and teachers.

In the use of the stratified cluster method of sampling, this study used the methodology applied in the Netusil (48, pp. 66-70) study which used the cumulative  $\sqrt{f(y)}$  to form strata. The 1969-1970 enrollment figures used were obtained from the Iowa State Department of Public Instruction (27). A frequency distribution of total enrollment was

developed to determine how many school districts were to be placed in each strata. Table 1 shows that intervals of one hundred were used with a total  $\sqrt{f(y)}$  of 121.942. This was divided by the number of strata (10); thus each stratum contained:

$$\frac{\text{Total cum } \sqrt{f(y)}}{10} = \frac{121.942}{10} = 12.194$$

Table 1. Frequency distribution by enrollment of Iowa school districts: 1969-70

Interval Midpoint	f(y)	$\sqrt{f(y)}$	cum $\sqrt{f(y)}$	Interval Midpoint	f(y)	$\sqrt{f(y)}$	cum $\sqrt{f(y)}$
45,700	1	1.000	1.000	2,800	2	1.414	29.828
25,000	1	"	2.000	2,700	2	"	31.242
23,700	1	"	3.000	2,600	4	2.000	33.242
19,700	1	"	4.000	2,500	6	2.449	<u>35.691 (III)</u>
18,900	1	"	5.000	2,400	5	2.236	37.927
15,600	1	"	6.000	2,300	3	1.732	39.659
11,600	1	"	7.000	2,200	4	2.000	41.659
9,100	1	"	8.000	2,100	5	2.236	43.895
8,100	1	"	9.000	2,000	10	3.162	<u>47.057 (IV)</u>
8,000	1	"	10.000	1,900	4	2.000	49.057
7,900	1	"	11.000	1,800	1	1.000	50.057
7,600	1	"	<u>12.000 (I)</u>	1,700	3	1.732	51.789
7,500	1	"	13.000	1,600	9	3.000	54.789
6,800	1	"	14.000	1,500	3	1.732	56.521
6,700	1	"	15.000	1,400	8	2.828	<u>59.349 (V)</u>
6,500	1	"	16.000	1,300	7	2.646	61.995
6,200	1	"	17.000	1,200	18	4.243	66.238
6,100	1	"	18.000	1,100	14	3.742	<u>69.980 (VI)</u>
5,700	1	"	19.000	1,000	25	5.000	74.980
5,300	1	"	20.000	900	25	5.000	<u>79.980 (VII)</u>
3,900	1	"	21.000	800	29	5.385	85.365
3,700	1	"	22.000	700	44	6.633	<u>91.998 (VIII)</u>
3,500	1	"	<u>23.000 (II)</u>	600	43	6.557	98.555
3,200	4	2.000	25.000	500	50	7.071	<u>105.626 (IX)</u>
3,100	1	1.000	26.000	400	50	7.071	112.697
3,000	1	"	27.000	300	39	6.245	118.942
2,900	2	1.414	28.414	200	9	3.000	<u>121.942 (X)</u>

The first stratum was determined by counting down the cumulative  $\sqrt{f(y)}$  to the point nearest, but less than, 12.194 which was 12.000 and included twelve school districts. The upper limit to stratum II was determined by multiplying 12.194 by two obtaining 24.388. 23.000 was the last cumulative  $\sqrt{f(y)}$  in stratum II which contained eleven school districts. Twenty-two schools were in the third stratum, which had a lower limit of 24.388 and an upper limit of 36.582, or 12.194 multiplied by three. This same procedure was used in determining the remaining seven strata.

The decision was made to limit the number of school districts in the sample to 115, or slightly more than one fourth of the 453 school districts under consideration, as was done in the Netusil (48, p. 69) study. The Neyman allocation formula was then used to determine the number of schools to select for each stratum:

$$n_h = \frac{(n) (N_h S_h)}{\sum N_h S_h}$$

Where:

$n_h$  = Number of units in the sample of stratum h

$n$  = Total number of units in the sample

$N_h$  = Total number of units in stratum h

$S_h$  = True variance of stratum h

When the formula was applied, it was found that the  $n_h$  for strata I, II and III were larger than the corresponding  $N_h$ . This problem arises only when the overall sampling fraction is substantial and one stratum or more are more variable than the others. Cochran (11, p. 63) recommends

that in such a case all the members of such strata be sampled and the formula then applied to the remaining strata using  $n = 115 - (12+11+22)$ , or 70.

Table 2. Sample of Iowa school districts

Student enrollment	Stratum number	Iowa total	Number in sample ( $n_h$ )
7,550 or over	I	12	12
3,450 - 7,549	II	11	11
2,450 - 3,449	III	22	22
1,950 - 2,449	IV	27	14
1,350 - 1,949	V	28	19
1,050 - 1,349	VI	39	5
850 - 1,049	VII	50	5
650 - 849	VIII	73	5
450 - 649	IX	93	12
150 - 449	X	98	10
		453	115

Table 2 shows the ten strata and the number of school districts in each as determined by the Neyman allocation method. Each of the 453 school districts in the population was assigned a rank order number for its stratum on the basis of total estimated enrollment for the 1969-1970 school year. A table of random numbers was used in selecting the required number of districts for each stratum.

#### Collection of the Data

The survey instrument was sent to board members, superintendents, secondary school principals, elementary school principals, and teachers representing those 115 Iowa school districts. Each of the superintendents

was sent a packet of five questionnaires for distribution within his school district to a board member, a secondary school principal, an elementary school principal, a teacher and one for himself, to be returned to his office in a sealed manner for mailing to the researcher. In those situations in which a response was not received within a five week period, a letter of reminder was sent to the superintendent. This was followed, if a response continued to be absent, by a letter and questionnaire mailed directly to one member of each of the groups whose responses were being sought. The board members were selected from a list of board members from the Iowa Association of School Boards (26). The secondary school principals and elementary school principals were obtained from the Iowa Educational Directory (28), and the teachers were selected from a list of teachers from the Iowa State Education Association (29).

The research design required a total return, so no deadline date for the return of the instrument was set. Follow-up letters, the telephone and personal visits were used to obtain a complete return of the questionnaire. (See Appendix A for copies of the cover letter and the follow-up letters.)

#### Treatment of the Data

The analysis of variance test was used to determine the significance of the differences between the groups tested and within these same groups. It was anticipated that personal characteristics of the respondents would be in significant relationship to the responses of the remaining portions of the questionnaire. By testing these subdivisions of the data through use of the analysis of variance, certain of the characteristics suspected

of influencing the results of the experiment were investigated. A significant difference refers, in this study, to a value, calculated from application of the collected data to the analysis of variance test, which exceeds the table value with appropriate degrees of freedom at the five percent level of significance. The data from the survey instrument for each of the 115 schools in the sample for the 1969-70 school year were coded and entered on data processing cards. The analysis of variance was then run utilizing the 360-65 computer facilities of Iowa State University.

## CHAPTER IV. FINDINGS

The responses of 115 public school board members, 115 public school superintendents, 115 public secondary school principals, 111 public elementary school principals, and 115 public school teachers to the statements contained in a mailed questionnaire comprise the data for this study. This represents a 100 percent return of the survey instrument by the respondents in each enrollment stratum. Four of the schools in stratum 10 employ no elementary principal. The 100 percent return was accomplished by an initial mailing and three follow-up mailings (see Appendix B), telephone calls, and personal visits where necessary, all over a five month (142 days) period of time. The data were statistically treated using frequency counts and percentage on the personal information, and frequency counts, percentages, means, standard deviations and analyses of variance on the perceptions indicated by the respondents. Multiple comparisons of the means were employed where the analysis of variance indicated a significant difference existed, to determine specifically which means were significantly different.

## Characteristics of Respondents

Table 3 shows a grouping of the respondents by age. Board members as a group were older, with only one of them under 31 years of age. 80.9 percent of the board members were 41 or over. Also, only one superintendent was less than 31 years, while 79.1 percent of them were 41 or over. Teachers surveyed were, as a group, younger than any other, with 60.7 percent of the teachers less than 41 years of age.



Table 3. Distribution of the ages of the 571 Iowa public school teachers, elementary school principals, secondary school principals, school superintendents, and board of education members surveyed

AGE	Teachers		Elementary Principals		Secondary Principals		Superintendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
21 - 30	34	29.6	11	9.9	8	7.0	1	0.9	1	0.9
31 - 40	45	39.1	41	36.9	48	41.7	23	20.0	21	18.3
41 - 50	17	14.8	34	30.6	44	38.3	50	43.5	64	55.6
51 - 60	12	10.4	17	15.3	15	13.0	29	25.2	24	20.9
61 & over	7	6.1	8	7.2	0	0.0	12	10.4	5	4.4

The number of years of experience of the respondents, as educators or board members, is shown in Table 4. Board members were, as a group, the least experienced, with 54.8 percent of them indicating from one through five years of experience and 35.7 percent of them having from

Table 4. Distribution of the years of experience as educators or board of education members of the 571 Iowa public school teachers, elementary school principals, secondary school principals, school superintendents, and board of education members surveyed

YEARS	Teachers		Elementary Principals		Secondary Principals		Superintendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
1 - 5	22	19.1	5	4.5	4	3.5	0	0.0	63	54.8
6 - 15	62	53.9	52	46.9	53	46.1	26	22.6	41	35.7
16 - 25	24	20.9	34	30.6	48	41.7	53	46.1	7	6.1
26 - 35	7	6.1	11	9.9	8	7.0	26	22.6	2	1.7
36 & over	0	0.0	9	8.1	2	1.7	10	8.7	2	1.7

six through fifteen years. Superintendents were the most experienced as educators, with 46.1 percent of them marking from sixteen through twenty-five years and 22.6 percent claiming twenty-six through thirty-five years of experience.

Table 5 indicates the educational attainment of the respondents surveyed. As would be expected, because of the requirements for certification of administrators in Iowa, superintendents responding had the highest educational attainment of all the groups surveyed, with 25.2 percent of them holding Specialist's degrees and 25.2 percent possessing Doctor's degrees. Board of education members have the least number of years of formal education with 20.0 percent of them indicating

Table 5. Distribution of the highest level of educational attainment indicated by the 571 Iowa public school teachers, elementary school principals, secondary school principals, school superintendents, and board of education members surveyed

EDUCATIONAL ATTAINMENT	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
Less than H.S										
Diploma	0	0.0	0	0.0	0	0.0	0	0.0	4	3.5
High School										
Diploma	0	0.0	0	0.0	0	0.0	0	0.0	60	52.2
Bachelor's										
Degree	66	57.4	9	8.1	2	1.7	0	0.0	23	20.0
Master's										
Degree	48	41.7	91	82.0	88	76.5	57	49.6	8	7.0
Specialist's										
Degree	0	0.0	10	9.0	21	18.3	29	25.2	6	5.2
Doctor's										
Degree	1	0.9	1	0.9	4	3.5	29	25.2	14	12.2

possession of Bachelor's degrees, 62.2 percent marking "High School Diploma" as the highest level of education, and 3.5 percent have less than a high school diploma. There are no minimum educational requirements for board members in Iowa.

Since board of education members are laymen of their communities elected to serve without remuneration, their normal occupations were considered to be of interest to this study. Table 6 shows the occupations as indicated by the board members polled. Nearly 30 percent of the board members were farmers.

Table 6. Distribution of the occupations indicated by the 115 board of education members surveyed

OCCUPATION	Number	Percent
Housewife	8	7.0
Professional (Dr., Lawyer, etc.)	22	19.1
Farmer	34	29.6
Businessman	27	23.5
Salesman	9	7.8
Other	15	13.0

When asked if they would choose the same occupation if given the opportunity to start their careers over again, 84.6 percent (483) of the 571 Iowa public school teachers, elementary school principals, secondary school principals, school superintendents, and board of education members indicated their satisfaction by marking "Yes", 13.8 percent marked "No", and 1.6 percent failed to indicate their choices.

Of the respondents, 516, or 90.4 percent, were male and 55 (9.6 percent) were female.

The pattern followed in the remainder of this report of findings will be a statement of the hypothesis, a discussion, and a tabulation of the means of each group, accompanied by a calculated F-value and an indication of those questionnaire items in which there are significant differences between groups. This will be followed by a discussion of the items in which the differences were found to be significant. The discussion will be based upon application of Scheffe's multiple comparison procedures (17, pp. 154-156). More information concerning the responses to each item is located in Appendix D, which contains a compilation of tables of means and standard deviations. In these tables, indicated by underlining the means between which there are not significant differences, are the results of the application of Scheffe's multiple comparison procedures. Frequency tables, showing the distribution of responses to each item, are included in Appendix D. Appendix E, which is a listing of the questionnaire items for easy reference, is suggested for use with the following information.

#### Role of the Principal

The subject of the first hypothesis of this study was the role of the principal in the collective negotiations process as perceived by the members of the five groups surveyed. Part IV of the questionnaire was designed to obtain these perceptions so that a detailed analysis of the principal's role could be conducted.

Part IV of the questionnaire contained seventeen items concerning the relative position of the principal to a negotiating team or unit, the principal's responsibilities in carrying out an agreement reached

through negotiations, and his role in the grievance procedure. The seventeen items will be referred to by number. Comparisons and discussions of the findings will be found in Chapter V.

### Hypothesis 1

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members regarding their perceptions of the role of the principal in the negotiations process.

Table 7 shows the means of the responses from the five groups surveyed. Only three of the items elicited responses in which the resulting means were not significantly different. These were items 1, 16, and 17. Item one suggested a position of neutrality for the principal. Responses to this suggested position resulted in means near the midpoint of the response scale, a point indicating neither agreement nor disagreement with the suggestion.

Attempts toward solution through normal administrative channels before a complaint is considered a grievance is the subject of item sixteen. The means for this item hovered around the 85 mark of the scale, indicating a tendency toward agreement by all groups surveyed. In item seventeen, the principal is recognized as the first step in the grievance procedure. For this item, also, the means of the responses lay between 80 and 90, showing general agreement to the statement by all groups. For the remaining fourteen items, significant differences were found to exist.

Application of Scheffe's multiple comparison procedures to the means indicate that for Item 2, the mean of the responses of each group, elementary principals, secondary principals, superintendents, and board members, is significantly greater than the mean of teachers. The mean of

the teachers tends toward disagreement with the principal functioning as an advisor to the board, while the other groups tend toward agreement with this role.

Table 7. Means of the responses of 571 Iowa public school teachers elementary school principals, secondary school principals, school superintendents, and board of education members to 17 selected statements relating to the role of the principal in the collective negotiations process.

Item No.	Teachers	Elementary Principals	Secondary Principals	Superintendents	Board Members	F-Value
1	52.23	51.67	49.40	44.72	55.63	1.39
2	35.54	58.13	60.57	64.98	63.66	14.76*
3	47.33	36.98	39.91	27.50	21.54	12.45*
4	15.07	34.94	34.98	47.77	42.90	15.76*
5	35.02	22.50	21.54	14.99	9.91	15.20*
6	53.19	67.55	68.50	56.31	46.77	8.67*
7	51.11	28.21	25.63	16.23	16.23	27.36*
8	18.65	18.01	21.61	25.32	43.83	15.17*
9	50.59	63.52	67.66	65.43	44.61	10.83*
10	26.64	58.87	60.37	69.17	75.50	44.59*
11	24.11	15.57	15.39	15.67	16.24	2.43*
12	46.54	34.72	34.37	23.00	16.30	21.16*
13	55.70	68.73	71.45	67.70	51.57	10.82*
14	50.02	67.65	73.41	69.33	56.50	13.75*
15	78.77	62.67	60.96	55.29	64.49	12.95*
16	85.14	83.47	85.52	85.91	86.96	0.47
17	63.37	67.49	66.47	68.60	67.23	1.03

\*indicates a significant difference in the means obtained, herein.

For Item 3, the mean of the responses of teachers is significantly greater than the means of superintendents and board members. Also, the means of elementary principals and secondary principals are significantly greater than the mean of board members for this item. Superintendents and board members are much in disagreement with the idea of the principal as an advisor to the teachers' negotiating unit, with the other groups indicating neither agreement nor disagreement with the notion.

The differences between the mean of the teachers and the mean of each of the other groups is significant with regard to the principal as a member of the board's bargaining team, the subject of Item 4. Teachers disagree to a considerable degree with this concept, while the other groups disagree with the idea less strenuously.

Board members strongly oppose the principal functioning as a member of the teachers' bargaining team, the topic of Item 5. The mean of the responses of board members differs significantly with the means of teachers, elementary principals, and secondary principals. The mean of teachers, while on the "disagreement" side of the response scale, tends toward the mid-point, and differs significantly with the means of each of the other groups.

Continuing with application of the multiple comparison procedures, the mean of the responses of elementary principals is found to differ significantly with the means of teachers and board members in Item 6. Likewise, the mean of secondary principals differs significantly with the means of teachers and board members. Both groups of principals are in agreement with the notion of forming their own separate bargaining unit to negotiate for their exclusive professional and economic matters, while the means of the teachers and board members are found just on either side of the mid-point of the response scale.

Inclusion of the principals in the teachers' bargaining unit, but not necessarily as a member of the team, is the topic of Item 7. The mean of teachers, found at the point of neither agreement nor disagreement, differs significantly with the means of each of the other groups, which all tend toward disagreement with the statement.

The mean of the responses of board members was significantly different from the means of the other groups, with respect to Item 8 - Principals should not negotiate with the board on professional and economic matters. Board members' mean response was on the "disagree" side of the scale, but was not as strongly in disagreement with the statement as were the means of the others, as shown in Table 7.

Item 9 had to do with principals, and other administrative and supervisory personnel, forming their own bargaining unit. The means of elementary principals, secondary principals, and superintendents differed significantly with the mean of board members, and the means of secondary principals and superintendents differed significantly with teachers regarding this item. The means of the principals and superintendents were all above 60 on the response scale, while the mean of teachers was at the mid-point, and the mean of board members below the mid-point toward disagreement.

The primary responsibility of the principal, regarding the agreement reached through negotiations, is to protect the interests of the board, states Item 10. The responses to this item resulted in the largest F-value in Table 7, a value of 44.59. The means of teachers and board members differ most widely on this item. Using Scheffe's procedures, the mean of teachers was found to differ significantly with the means of each of the remaining groups, and the means of elementary and secondary principals differ significantly with the mean of board members. Teachers disagree with this concept of the principal's responsibility, but board members agree with it, as do the three other groups, but to a lesser degree.



Item 11 suggests that the principal has no responsibility to the board or teachers regarding the terms of the contract negotiated. The analysis of variance of the means for this item resulted in a calculated F-value of 2.43. Compared to the table F of 2.38, with 4 and 400 degrees of freedom, a significant difference exists between the means. The Scheffe test did not produce a difference between means which was significant. However, examination of the differences would suggest that the means of teachers and secondary principals could be significant. All groups indicated disagreement with the item as stated.

All groups indicated disagreement with Item 12, which purports that the principal's primary responsibility, regarding the agreement, is to protect the interests of the teachers. However, the mean of the teachers was near the mid-point of the scale, while the means of all others was closer to disagreement with the statement. The mean of the teachers was significantly different from the means of the other four groups. The means of the principals, both elementary and secondary, differed significantly with the means of the superintendents and board members.

Teachers and board members tended to neither agree nor disagree with the notion that principals will be obliged to alter their patterns of decision making, as gains are made by teachers at the bargaining table. The other three groups were more inclined toward agreement with the statement, which was Item 13. The means of elementary principals, secondary principals, and superintendents differed significantly with the means of teachers and board members in this matter.

Much the same conditions existed, as means of the responses to Item 14 were compared. The means of secondary principals and superintendents

differed significantly with the means of teachers and board members regarding increased constraints faced by the principal, as gains are made by teachers at the bargaining table. The mean of elementary principals differed significantly with the mean of teachers in this regard.

Finally, in regarding the role of the principal, Item 16 suggests that the principal-teacher relationship will be strengthened with the existence of formal grievance procedures. The mean of the teachers, which shows much agreement with the statement, differs significantly with the means of the other four groups. Their responses tended more toward neither agreement nor disagreement.

On the basis of the findings recorded herein, Hypothesis 1 is rejected. There do exist areas of agreement, and these will be discussed in Chapter V, along with the implications of the points of disagreement.

#### Rights of Teachers to Negotiate

The matter of the rights of individuals or groups is of current social concern. Natural rights, the rights of life, liberty, property, and the pursuit of happiness, are endowed upon mankind by nature. In a like manner, other rights of individuals or groups must have been given to, or endowed upon, those who possess the rights. Rights can only be given by an individual, group or being who has power over the recipient.

Items 1, 2 and 4 of Part II of the questionnaire bear upon the subject of the second hypothesis, the rights of teachers to negotiate with the board to which they are responsible. Comparisons and discussion

of the findings will be found in Chapter V, additional tables of the findings are in Appendix D, and a listing of the questionnaire items are in Appendix E.

### Hypothesis 2

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions of the right of teachers to negotiate collectively with their local board of education.

The means of the responses to the three statements from the questionnaire which dealt with the rights of teachers are reported in Table 8. The means of each of the items, when compared between the groups surveyed, were found to be significantly different.

Table 8. Means of the responses of 571 Iowa public school teachers, elementary school principals, secondary school principals, school superintendents, and board of education members to 3 selected statements relating to the right of teachers to negotiate collectively with their employer

Item No.	Teachers	Elementary Principals	Secondary Principals	Superintendents	Board Members	F-Value
1	93.57	84.17	83.14	77.91	69.14	17.27*
2	54.82	66.52	64.54	63.74	70.31	3.10*
4	85.50	71.59	72.90	62.17	51.25	18.65*

Application of multiple comparison procedures to the means of Item 1 shows the mean of the responses of the teachers is significantly greater than the means of secondary principals, superintendents, and board members. Also, the means of elementary principals and secondary principals are each significantly greater than the mean of board members. All groups were

on the "agreement" side of the scale, in their responses to the idea that teachers should have the right to negotiate collectively with their local board.

Item 2, stating that teachers, or their representatives, presently have the right to negotiate collectively with the local board, elicited responses, the means of which produced a small, though significant, F-value. All of the means were located to the right of the mid-point on the scale, indicating some degree of agreement with the statement. Only the means of board members and teachers were found to be of significant difference when the Scheffe procedure was applied, with the board members feeling more strongly that teachers presently have the right to negotiate collectively with their employer.

Legislated mandatory collective negotiations is the topic of Item 4. This statement resulted in means of significant difference. All groups produced means in agreement with the measure, however, board members indicated a mean of 51.25, only slightly in agreement with collective negotiations mandated by statute. A significant difference exists between the means of teachers, elementary principals, and secondary principals when compared with the mean of board members. The mean of teachers is, also, significantly different from the means of elementary principals and superintendents.

Hypothesis 2 is rejected on the basis of the significance of the differences of the means, as reported above.

#### Need for Collective Negotiations Legislation

Presently, Iowa has no legislation which deals in a specific way with collective negotiations. Item three of Part II of the questionnaire

posed the question of the need for enactment of a statute which would insure teachers of a right to negotiate with their local board of education.

### Hypothesis 3

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions relative to the need for an enactment of a collective negotiations statute by the state legislature.

Wide differences of opinion were registered by the respondents, as is noted in Table 9, regarding the need for a collective negotiations statute. Teachers felt strongly that such legislation is needed. The other four groups surveyed were not as profound in their agreement or disagreement with the statement.

Table 9. Means of the responses of 571 Iowa public school teachers, elementary school principals, secondary school principals, school superintendents, and board of education members to a selected statement relating to the need for enactment of a collective negotiations statute by the state legislature

Item No.	Teachers	Elementary Principals	Secondary Principals	Superintendents	Board Members	F-Value
3	81.86	67.85	68.13	45.77	38.57	35.81*

The use of multiple comparison procedures shows that the mean of teachers differs significantly with the means of each of the four other groups, and the means of elementary principals and secondary principals each differ significantly with the means of superintendents and board members. On the basis of these findings, Hypothesis 3 is rejected.

### Negotiations Procedures: Topic for Negotiation

The procedures for the act of collectively negotiating could conceivably be determined in one of two manners: (1) By statute; or (2) By agreement of the parties involved. Items six and ten of Part II of the questionnaire were included so as to gather information about a preferred method of determining procedure.

#### Hypothesis 4

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members regarding negotiations procedure as a negotiable topic in collective negotiations.

The means of the responses of all five of the groups surveyed indicate that no group has a particular quarrel with either method of establishing procedures for negotiations. Each group is in agreement with each of the two statements, as shown in Table 10.

Table 10. Means of the responses of 571 Iowa public school teachers, elementary school principals, secondary school principals, school superintendents, and board of education members to 2 selected statements regarding the manner of determining procedures for collective negotiations

Item No.	Teachers	Elementary Principals	Secondary Principals	Superintendents	Board Members	F-Value
6	80.37	82.45	83.50	80.56	71.60	3.29*
10	89.33	88.52	86.65	86.00	82.79	1.98

Application of Scheffe's procedures to Item 6 results in observation of a significant difference in the means of secondary principals and board

members. All other comparisons produce differences which are not significant with regard to specification of the negotiations procedure by statute, the topic of Item 6.

No effort to apply Scheffe's procedures to Item 10 is made, since the analysis of variance from which the F-value was determined, showed no significant differences between the means exists. On the basis of this information, Hypothesis 4 is not rejected.

#### Rights of the Negotiating Unit

As in the previous comments regarding the rights of teachers to negotiate, the matter of the rights of the negotiating unit(s) is dependent upon a higher authority bestowing rights upon an individual or group. The higher authority could be the board of education or the legislature, in this instance. Concern about the rights of the negotiating unit was surveyed by use of items 4, 11, 12, 13, 14 and 15 of Part II of the questionnaire.

#### Hypothesis 5

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members regarding negotiability of items relating to the rights of the negotiating unit.

Table 11 shows the means of the responses from the five groups surveyed. Of the six items pertaining to the rights of the negotiating unit, three elicited responses in which the resulting means were not significantly different. These were items 12, 13 and 14. Item 12 purported that the selection of a negotiating unit for teachers be accomplished through an unbiased election in which each teacher employed

is entitled to vote for the unit of his choice. Responses indicated that all groups favor this method of selection.

All groups favor identifying the negotiating unit elected as the exclusive negotiating agent for all the teachers, which is the topic of Item 13. As indicated in Table 11, the means for this item are all near 80, a position on the scale marking agreement with the concept.

Strong agreement is evident in the responses of the five groups, as the means are reported in Table 11, to having the expenses incurred by the teachers' negotiating unit borne by all of the teachers represented. This is the subject of Item 14, to which means of near 90 indicate agreement.

Table 11. Means of the responses of 571 Iowa public school teachers, elementary school principals, secondary school principals, school superintendents, and board of education members to 6 selected statements relating to the rights of the teachers' negotiating unit

Item No.	Teachers	Elementary Principals	Secondary Principals	Superintendents	Board Members	F-Value
4	85.50	71.59	72.90	62.17	51.25	18.65*
11	95.47	89.45	88.97	85.67	85.72	6.54*
12	82.15	84.98	85.17	86.17	83.95	0.55
13	84.73	79.50	83.92	82.56	77.97	1.38
14	90.78	87.80	88.98	85.39	85.38	1.39
15	39.00	31.01	29.97	17.47	22.82	9.18*

The means of Item 4 were reported previously in connection with Hypothesis 2, but, briefly, a significant difference was determined in a comparison of the mean of teachers with means of elementary principals,



superintendents and board members regarding negotiations made mandatory by statute should either local teachers or local boards demand to negotiate. Also, significant differences occurred between the means of elementary principals and secondary principals when compared with the mean of board members.

Scheffe's procedure identified significant differences as the mean of teachers was compared with the means of board members and superintendents, resulting from the responses to Item 11. The topic of Item 11 was guaranteed freedom from discrimination, which may result from the negotiations process, for those conducting negotiations for the teachers. While there was a significant difference reported, Table 11 shows strong agreement with the concept of preventing discrimination.

Superintendents were strongest in their disagreement with the idea of using a payroll deduction for financial support of the teachers' negotiating unit, the subject of Item 15. The mean of the responses of the superintendents was significantly lower, toward disagreement with the idea, than the means of teachers, elementary principals, or secondary principals. The mean of board members differed significantly with the mean of teacher in this matter. All groups disagree, to some degree, with the payroll deduction plan.

Based upon the general agreement between the various groups regarding Items 12, 13 and 14, selection of the negotiating unit by an unbiased election, exclusiveness of the negotiating agent, and expenses borne by all who are represented by the negotiating unit, insufficient cause is available to permit rejection of Hypothesis 5.

### Contents of Negotiations

"What is to be negotiated?" has been, over the years, a source of conflict to those parties attempting negotiations, formal or informal. An unlimited array of subjects could be suggested as possible topics for negotiations. However, for the purposes of this study, a list of thirty-five items was submitted to each respondent as Part III of the questionnaire. The respondents' perceptions, as to the degree of agreement or disagreement to each item as a topic for collective negotiation, will be reported in this section. Because of the voluminous amount of information to be reported herein, commentary will be limited. The report of the responses to the thirty-five items of Part III will be preceded by the responses to Item 5 of Part II, which bears directly upon the matter of the content of collective negotiations.

### Hypothesis 6

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions of the contents of collective negotiations.

Table 12 is the report of the means of the response of the five groups polled with regard to the contents of collective negotiations. Prior to any discussion about the agreement or disagreement of the groups with respect to any particular item, it must be noted that for each item reported in Table 12, an analysis of variance test revealed that significant differences were found to exist. Tables based upon the multiple comparisons, identifying those means between which there was not a significant difference, can be found in Appendix D.

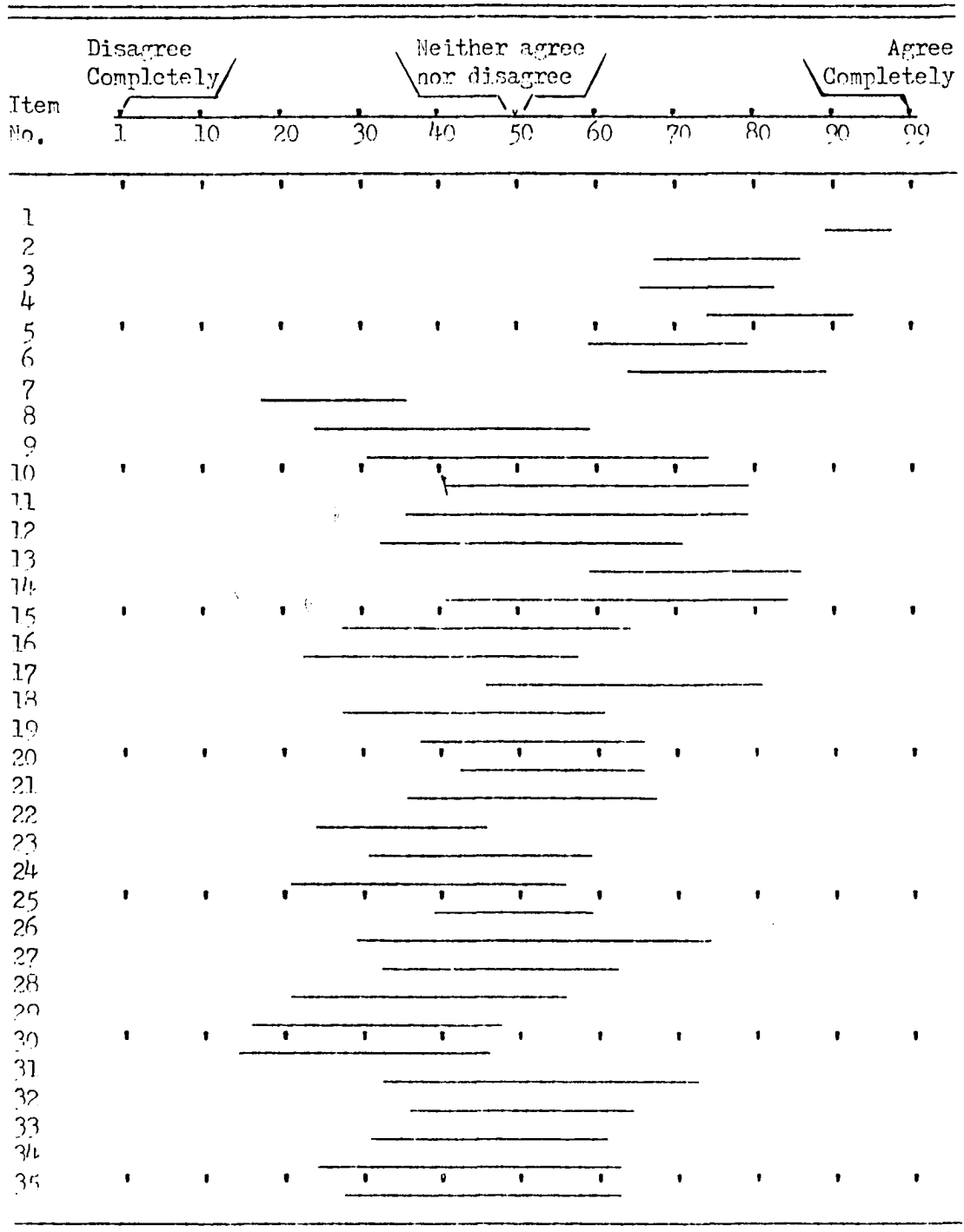
The subject of Item 5 of Part II was the necessity of spelling out, in a collective negotiations statute, what is to be negotiable, should such a law be enacted. The responses of those polled resulted in means which were located in the 75 to 85 area of the response scale. While the difference between the means was significant, still general agreement with the item can be seen to exist. Scheffe's procedures reveal that there is a significant difference of the mean of superintendents over the mean of teachers.

Item 1 of Part III had as a subject inclusion of salaries and wages as a topic for negotiations. The mean of the responses for each group was in the area of strong agreement, in the 90 to 99 portion of the scale, as shown in Graph 1. Item 1 received the strongest support, in terms of agreement with the statement, of any item in Table 12, and the smallest F-value, although still indicating a significant difference. The significant difference was found to exist between the mean of the teachers and the mean of board members.

Items 2, 3 and 4 of Part III had topics which met with general agreement by respondents of all of the groups. With responses near the upper end of the scale, these items concerned credit toward salary for prior education or experience, extra-duty pay for special activities, and health and accident insurance. For Item 2, significant differences were noted between the mean of teachers when compared with each of the means of superintendents and board members, and a significant difference in the comparison of the mean of secondary principal with the mean of board members. Regarding Item 3, the mean of board members was less than, and significantly different from, the means of teachers, secondary principals,

Table 12. Means of the responses of 571 Iowa public school teachers, elementary school principals, secondary school principals, school superintendents, and board of education members to 36 selected statements relating to the contents of collective negotiations

Item No.	Teachers	Elementary Principals	Secondary Principals	Superintendents	Board Members	F-Value
5(II)	75.70	82.61	82.77	87.80	77.28	3.62*
1(III)	96.67	92.14	94.63	93.95	90.18	3.91*
2	87.87	77.93	82.92	73.63	69.44	7.40*
3	84.04	77.61	80.95	80.66	67.96	5.42*
4	92.01	87.29	88.63	85.18	75.10	9.39*
5	79.19	70.53	76.07	66.23	60.03	7.18*
6	89.44	80.69	83.41	81.71	65.30	12.79*
7	36.43	26.22	30.75	20.74	18.94	5.62*
8	58.59	42.90	41.94	26.40	40.57	11.72*
9	73.29	44.23	39.28	32.58	31.04	31.66*
10	79.00	54.64	51.57	41.85	40.71	23.54*
11	79.39	54.30	47.70	42.75	38.47	25.67*
12	70.32	41.45	39.99	34.02	41.58	20.76*
13	85.59	70.71	77.60	72.60	59.74	12.48*
14	84.54	57.26	62.00	47.83	40.54	26.77*
15	63.63	43.26	40.82	28.37	27.91	20.37*
16	58.43	36.41	28.83	21.77	26.45	21.89*
17	80.09	60.42	62.23	53.29	46.81	16.77*
18	60.35	35.68	41.57	28.38	32.61	17.27*
19	67.24	41.38	50.29	41.95	39.45	12.39*
20	67.30	49.43	57.82	43.70	42.18	10.85*
21	67.86	54.69	58.16	41.88	35.80	18.97*
22	45.50	37.13	42.31	26.39	25.06	10.35*
23	58.56	47.15	48.50	31.32	40.03	11.04*
24	56.55	30.60	36.38	21.09	24.61	26.01*
25	58.95	47.04	57.04	42.21	39.71	6.90*
26	74.23	45.29	43.80	30.63	29.70	37.13*
27	61.19	43.05	47.11	33.43	35.44	13.06*
28	55.66	33.73	33.60	20.89	21.00	27.09*
29	47.96	25.56	27.43	16.55	18.80	23.88*
30	45.17	31.14	30.89	17.03	15.25	21.61*
31	71.60	55.94	56.77	50.95	33.45	19.74*
32	63.57	52.15	56.93	38.58	35.80	14.42*
33	60.02	46.17	54.35	37.16	32.10	14.65*
34	61.96	37.67	44.93	26.29	28.02	23.14*
35	61.29	41.55	47.82	28.52	28.52	20.97*



Graph 1. Relative positions of the means of the responses of 571 Iowa public school teachers, elementary school principals, secondary school principals, school superintendents, and board of education members to 35 selected items considered as possible topics for negotiation.

and superintendents. The same multiple comparison procedures, when applied to Item 4, showed that the mean of board members was significantly less than the mean of each of the other groups.

The respondents agreed to some degree, as groups, to the topics posed in Items 5, 6 and 13, which were health services, sick leave policies, and grievance procedures as topics for negotiation. The means of the responses were in the 60 to 90 range for these items. The mean of teachers' responses to Item 5 differed significantly with the mean of superintendents and the mean of board members. Also, the mean of secondary principals differed significantly with the mean of board members. It was revealed that the mean of board members differed significantly, in Item 6, with the mean of each of the other groups, with the board members' mean response being nearer a position of neither agreement nor disagreement with the statement than the others. For Item 13, significant differences existed between the mean of teachers and the means of superintendents, elementary principals, and board members, and between the mean of board members and the means of secondary principals and superintendents.

The groups appeared to agree to disagree, as is noted in Graph 1, with the stated topics of Items 7, 22, 29 and 30, which suggested payment of professional organization dues, development of tax or bond programs, secretarial and clerical assistance selection and assignment, and participation in teacher selection and assignment. Significant differences existed, however, in the comparisons of means for each item. Item 7 had a significant difference between the mean of teachers and the means of

superintendents and board members. For Item 22, the means of teachers and secondary principals each differed significantly with the means of superintendents and board members. The mean of teachers was observed to differ significantly with the means of each of the other groups, with regard to the topic of Item 29. Examination of the means produced for Item 30 produced significant differences between the mean of teachers and each of the means of the other groups, the mean of elementary principals when compared with the means of superintendents and board members, and the mean of secondary principals over the means of superintendents and board members.

Regarding the remaining twenty-four items of Part III, the means were located, generally, in a middle area of the scale which ranged from 20 to 80, as illustrated in Graph 1. These means were usually accompanied by relatively large standard deviations, often resulted in *F*-values of 15 or more and significant differences in four to eight of the ten comparisons made for each item. A table of means and standard deviations, showing the results of the multiple comparison for each of these twenty-four items is located in Appendix D, along with a table of distribution of responses.

Based upon the significance of the differences of the means of all items pertaining to the matters of the content of negotiations, Hypothesis 6 is rejected.

#### Inclusion of Supervisory Personnel

Supervisory personnel have been in much the same quandry as principals regarding their place in the collective negotiations process. Inclusion

of the supervisory personnel in the collective negotiations process and agreement is the subject of Hypothesis 8. Two items of the questionnaire bear on this matter: Item 34 of Part II, concerning evaluation of supervisory personnel as a topic for negotiation; and Item 9 of Part IV, suggesting that principals, and other administrative and supervisory personnel, should form one bargaining unit to negotiate for their professional and economic matters. Both items were reported in relation to other hypotheses previously discussed.

### Hypothesis 7

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions of the inclusion of supervisory personnel in the collective negotiations process and agreement.

A wide range of opinions was registered by the respondents, as indicated in Table 13, with respect to the matter of the evaluation of supervisory personnel being negotiable between teachers and a board of education. While all of the means are in a center area of the scale, teachers lean slightly toward agreement with the statement, while the other four groups disagree to some degree with it. Regarding a separate bargaining unit, as was reported earlier in this study, principals and superintendents tended to favor this approach to the problem, while teachers neither agreed nor disagreed and board members tended to disagree with the statement.

Using multiple comparison processes, Item 34 of Part II is found to have significant differences between the mean of the teachers and the mean of each of the other groups, and between the mean of the



secondary principals and the means of the superintendents and board members. The mean of board members differs significantly with each of the means of elementary principals, secondary principals, and superintendents for Item 9 of Part IV. For the same item, the mean of teachers is significantly different from the means of secondary principals and superintendents. These are the bases for rejection of Hypothesis 7.

Table 13. Means of the responses of 571 Iowa public school teachers, elementary school principals, secondary school principals, school superintendents, and board of education members to 2 selected statements relating to the inclusion of supervisory personnel in the collective negotiations process and agreement.

Item No.	Teachers	Elementary Principals	Secondary Principals	Superintendents	Board Members	F-Value
34(II)	61.96	37.67	44.93	26.29	28.02	23.14*
9(IV)	50.59	63.52	67.66	65.43	44.61	10.83*

#### Impasse Procedures

Planning the procedures to be followed in the event of an impasse in the collective negotiations is an attempt to face reality. In any negotiations process, the risk of an impasse is high. With collective negotiations being an adversary relationship by its very nature, procedures must be established for the negotiating to follow, but, also, for any breakdown in the negotiations to be repaired with minimal ill affects on the parties involved.

The eighth hypothesis has as its concern the realm of impasse procedures. Items 7, 8, 9 and 16 through 20, eight items of Part II, dealt with the various aspects of impasse procedures.

### Hypothesis 8

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions of impasse procedures.

Table 14 indicates general agreement with the statement of Item 7, that any collective negotiations legislation enacted should specify the procedures to follow in event of an impasse. The significant differences indicated for this item are found in the comparison of the mean of board members with the means of each of the other groups.

Strikes and lock-outs, the ultimate tools in attempts to break an impasse, are opposed by the groups surveyed. The topics of Items 8 and 9, respectively, both conditions are disagreed with vigorously by all groups except teachers, who indicate by a mean of 49.00 a middle position on the matter of strikes. Significant differences are noted between the mean of teachers and the means of each of the other groups for Item 8, and between the mean of board members and the means of elementary and secondary principals. For Item 9, the differences were not significant.

Settlement of an impasse through the efforts of a mediator, who would not dictate the terms of settlement, is the subject of Item 16. A tendency toward agreement is noted in the means of the responses of the educators, while board members responded nearer to a middle position. A significant difference exists between the mean of the board members and the mean of each of the other groups.

An alternative method of impasse settlement was suggested in Item 17. Settlement through binding arbitration was opposed by every group in the survey, as shown in Table 14. There were significant differences in the mean of the superintendents and the means of the teachers, elementary

principals, and secondary principals, also, in the mean of the board members and the means of the same three groups just mentioned.

Table 14. Means of the responses of 571 Iowa public school teachers, elementary school principals, secondary school principals, school superintendents, and board of education members to 8 selected statements regarding impasse procedures

Item No.	Teachers	Elementary Principals	Secondary Principals	Superintendents	Board Members	F-Value
7	88.71	89.50	89.38	86.37	76.89	6.38*
8	49.00	27.60	26.97	16.03	8.27	29.74*
9	34.16	28.68	29.86	31.75	29.29	0.46
16	72.67	71.20	71.32	72.40	60.01	3.79*
17	44.52	45.00	43.03	25.67	24.62	11.85*
18	61.02	43.38	45.25	29.91	20.39	31.91*
19	31.72	15.45	13.39	8.38	4.43	25.64*
20	83.30	65.01	70.10	63.94	50.56	13.94*

Wide variations in the responses to Item 18 resulted in eight of the ten comparisons indicating significant differences. Item 18 suggested that the teachers' association should invoke sanctions if all other available means of settling a dispute failed. The mean response of the teachers differed significantly with the means of all other groups. Also, the mean of elementary principals, and the mean of secondary principals, differed significantly with the means of superintendents and board members.

Item 19 had as a topic a strike by teachers, if all available means of settling a dispute are exhausted. This suggestion met with disagreement from all groups, with superintendents and board members marking the strongest disagreement. The mean of the teachers was significantly

different from the means of each of the other groups. Also, the mean of the elementary principals was significantly different from the mean of the board members.

The cost of settling an impasse was the subject of Item 20. Varying degrees of agreement were registered by the respondents in this matter, according to Table 14, with the mean of board members very near the mid-point of the scale. Significance is noted in the differences of the mean of teachers and the means of elementary principals, superintendents, and board members; the differences of the secondary principals and board members; and the differences of the elementary principals and board members.

On the basis of the findings report above, Hypothesis 8 is rejected. The responses to each item, except Item 9 concerning a lock-out, resulted in means which, when compared, produced differences of significance.

## CHAPTER V. DISCUSSION OF FINDINGS

The findings of this study were hoped to be of benefit to three specific groups presently concerned about the process of collective negotiations in the State of Iowa: State lawmakers, as they strive to enact satisfactory collective negotiations legislation; public school districts, as they make preparations for the negotiations process; and the various education organizations, as they reassess their positions on collective negotiations.

This chapter is comprised of a verbal analysis of the statistical data reported in the preceding chapter, so as to make the findings of this study more readily applicable for the groups mentioned above. The organization of this chapter is similar to Chapter IV, with the contents divided into eight groups, corresponding to the subjects of the eight hypotheses. Within these divisions are comparisons of the responses to the items of the questionnaire, with discussions in the order of those items acceptable to all groups and those unacceptable to all groups, as well as those specific items which were preferred by some. Reference is made to the tables in the preceding chapter and in Appendix D. Use of Appendix E is advised as a guide to the questionnaire items.

## Role of the Principal

The first nine items of Part IV of the questionnaire dealt with the various alternative positions of participation or non-participation by the principal during the actual proceedings of collectively negotiating. These nine alternatives were: A position of neutrality, adviser to the board, adviser to the teachers, member of the board's negotiating team,

member of the teachers' negotiating team, member of a separate "principals' bargaining unit", included in the teachers' unit, not permitted to negotiate, and member of a separate "administrators' and supervisors' bargaining unit". The data gathered indicates, as shown in Table 7 and Tables 126 through 142, that none of the alternatives presented were more than slightly acceptable to any of the groups. However, some were much opposed by one or more of the groups.

Differences in the means which were significant statistically, were noted for all nine items pertaining to the role of the principal, except Item 1. The subject of Item 1, a position of neutrality for the principal, was answered by responses which produced means near 50, neither agreement nor disagreement, by all groups surveyed. Their responses were marked on a response scale which had "1" marking complete disagreement, "50" indicating neither agreement nor disagreement, and "99" showing complete agreement.

As indicated by the means of their responses, elementary principals, secondary principals, and superintendents slightly favor, with means of around 65, a separate bargaining unit for administrators and supervisors, the subject of Item 9. Teachers and board members took a middle position of neither agreement nor disagreement with this suggestion. Nearly the same results are noted for Item 6, a separate bargaining unit for principals, with secondary principals even more in favor of this proposal.

The other alternative position with which even a slight agreement was noted, was Item 2, which suggested that the principal should serve as an advisor to the board during actual negotiations between the board and teachers. This item was agreed to somewhat by superintendents and board

members, with means of nearly 65, but was disagreed to by teachers, who registered a mean response of 35. The principals were only slightly in agreement with this stance of advisor to the board, with means near 60.

Clear disagreement, with the suggested positions for the principal, was more in evidence than was agreement. All groups opposed the notion that principals should not negotiate with the board on professional and economic matters. Teachers, elementary principals and secondary principals indicated quite strong disagreement with this statement of Item 8, resulting in means near 20, as did superintendents with a mean of 25. Board members' responses produced a mean of 45, also in disagreement with the item. However, all groups polled were in disfavor with the principal as a member of the teachers' bargaining unit, subject of Item 5. Board members and superintendents were emphatic in their opposition to this role of the principal, registering means near 10 and 15, respectively. Principals indicated means between 20 and 25, marking quite strong disagreement, while teachers responded with a mean of 35, only slightly less in disagreement with the statement.

Inclusion of the principal in the teachers' bargaining unit, the topic of Item 7, met strong opposition from superintendents and board members, registering means near 15. Principals also disapproved of this arrangement, the means of elementary principals near 30 and secondary principals near 25. Teachers were at the middle position on this matter, neither agreeing nor disagreeing.

Some opposition to Item 3, the principal as an advisor to teachers, was registered by principals, superintendents and board members, with

board members most in disagreement with the statement, with a mean of 20. Teachers indicated neither agreement nor disagreement with this possibility. However, teachers disagreed strenuously with principals as members of the boards bargaining team, which was Item 4, with a mean near 15. The other four groups were also in disagreement with this position for principals, with means ranging from 35 through 45.

In summarizing the observations just discussed, those surveyed seemed to favor negotiations between principals and their employing board. These negotiations were preferred between the board and a negotiating unit made up exclusively of principals, or of administrators and supervisory personnel. During the negotiations between teachers and the board of education, the role of the principal remains not clearly determined, however, the role least opposed by the respondents was the principal as an advisor to the board. Principals should not serve as members of the teachers negotiating team, in the opinions expressed by those polled. All other alternatives suggested were met with disagreement of various degrees, or with neither agreement nor disagreement.

The responsibility of principals, once agreement has been reached between the board's and the teachers' bargaining units, is the topic of Items 10, 11 and 12 of Part IV. Item 10 suggests that the principal's responsibility is to the board. The means of all groups, except teachers, show agreement with this concept, being in the 60 to 75 range. Item 11 proposes no responsibility on the part of the principal after the agreement is reached and Item 12 states that the principal's responsibility is to protect the interests of the teachers. Neither position received



more than a mean of 45, slight disagreement, and most of the means were near 20, quite strong disagreement.

School administrators anticipate that principals will be obliged to alter their patterns of decision making (Item 13) and will face increased constraints as teachers make gains at the bargaining table (Item 14). Teachers and board members neither agreed nor disagreed with this observation.

Teachers are in strong agreement with the notion that formal grievance procedures may strengthen principal-teacher relationships, the topic of Item 15. The other groups don't disagree with this point, but agree to a lesser degree than do the teachers.

Very strong agreement was registered by all groups regarding grievance procedures, the subject of Items 16 and 17. A complaint by a teacher shall not be considered a grievance until attempts for solution through the normal administrative channels, of which the principal is the first step, have failed.

Of the seventeen items of Part IV just reviewed, only Items 1, 16 and 17 resulted in means in which the differences were not significant. Item 1 concerns a position of neutrality for the principal, to which the respondents indicated neither agreement nor disagreement, and Items 16 and 17, regard the grievance procedure, to which those surveyed marked strong agreement. The means of the responses to the other fourteen items were deemed significantly different statistically.

#### Rights of Teachers to Negotiate

Even though the differences between means were considered to be of significance, the means registered by the groups polled indicate general

agreement with the notion that teachers, or their representatives, should have the right to negotiate with the local board, ranging from 70 to 95. Slight agreement is indicated by the means, in the range of 55 to 70, in considering the statement that such a right to negotiate presently exists. In comparing the means of the responses of the teachers for these two items mentioned, Items 1 and 2 of Part II, teachers felt strongly that they should have the right to negotiate with their board, but they only slightly agreed that they presently have that right. Board members felt that teachers should have, and presently do have, the right to negotiate with their board, as evidenced by the means of their responses, which were near 70.

In the statement of Item 4, in which mandatory negotiations through legislation was suggested, the relative positions of strength in bargaining were displayed. Board members neither agreed nor disagreed that negotiations should be mandated if either local teachers or local boards demand it. However, teachers felt strongly, with a mean of 85, that this should be the case, with the means of principals and superintendents between these two positions. This may indicate that board members have the most to lose, and teachers have the most to gain through this type of legislation.

#### Need for Collective Negotiations Legislation

Teachers showed strongly that there was felt a need for enactment of collective negotiations legislation, the subject of Item 3, Part II, while elementary and secondary principals agreed that there is a need, but are not as strong in their agreement. Superintendents and board members

disagreed slightly with the statement of a need for such legislation. In general, there was no unanimity between the groups polled regarding a need for collective negotiations legislation.

#### Negotiations Procedures: Topic for Negotiation

Strong agreement was registered by each group polled regarding Items 6 and 10 of Part II of the questionnaire. Item 6 suggested a legislated specification of negotiations procedures, while Item 10 proposed pre-negotiations agreement by the parties involved as to procedures to be followed during the negotiations. While all groups were in agreement with both methods of establishing procedures, the differences of the means for Item 6 were deemed significant, but the differences of the means for Item 10 were not significant at the .05 level, giving preference to the suggested method of Item 10.

#### Rights of the Negotiating Unit

The responses to Item 4, mandatory collective negotiations if either party demands it, were discussed previously with regard to the right of teachers to negotiate. Suffice it to report at this point that teachers agreed strongly with this concept, principals and superintendents agreed somewhat with the idea, but board members took a position at the mid-point of the scale, neither agreeing nor disagreeing.

Agreement by all groups was registered for Items 11 through 14 of Part II. Guaranteed freedom from discrimination for those representing the teachers (Item 11), selection of the negotiating unit by an unbiased election (Item 12), the negotiating unit as the exclusive negotiating

agent for teachers (Item 13), and expenses of the unit borne by all of those represented (Item 14) were the topics relating to the rights of the negotiating unit with which the respondents were in agreement, with all of the means above 75. Differences which were not significant were observed between the means of Items 12, 13 and 14.

Financial support for the negotiating unit through a payroll deduction was not favored by any of the groups, as is shown in Table 11.

### Contents of Negotiations

Thirty-five items were presented to those surveyed as possible topics of negotiations in Part III of the questionnaire. The responses to these items were noted in Table 12 and Tables 55 through 124. There were significant differences in the means of the responses of the five groups for each of the thirty-five items, indicating that there was no clear unanimity in the responses of the five groups as a basis for including any of the topics in negotiations. However, there were clear directions or tendencies of the responses in the cases of several of the suggested topics, even though significant differences existed. Salaries and wages were the subjects most respondents agreed should be negotiated, with means above 90 and an F-value of 3.91, as shown in Table 12, and relatively low standard deviations as shown in Table 55, indicating a clustering of the responses.

Other items which should be considered likely topics for negotiations, based upon the tendencies toward agreement and low F-values, are credit toward salary for prior education or experience, extra-duty pay for special activities, health and accident insurance, health services, sick

leave policies and grievance procedures. These items each had means of 60 or more, indicating from slight agreement to strong agreement.

Those items with which there was a tendency on the part of the respondents to take a middle position of neither agreement nor disagreement, with means of the responses lying in the 40 to 60 range, are curriculum review, selection and distribution of textbooks, and pupil progress reports, promotion and policies.

The one item with which inclusion in collective negotiations is opposed is payment of professional organizational dues. The means of the responses to this item were from near 20 to near 40, indicating disagreement with this as a topic for negotiation.

The remaining twenty-four items suggested as possible subjects for negotiation were met with a wide variety of responses, resulting in means which were, for the large part, widely spread over the response scale.

Summarizing the discussion on the contents of collective negotiations, salaries and wages is the most acceptable topic for negotiation and payment of professional organization dues is the least acceptable. Other topics considered likely subjects for negotiation include credit for previous education and experience, extra-duty pay for special activities, health services, sick leave policies and grievance procedures. All other suggested topics were met with a response of neither agreement nor disagreement or a variation in responses that defied suggestion of a tendency. Significant differences in the means were noted with respect to every item in Part III. The groups were strong in their agreement with the idea of having the contents of collective negotiations legislated,

with means ranging from 76 to 88, as shown in Table 12, although the differences of the means were declared significant.

#### Inclusion of Supervisory Personnel

Two items of the questionnaire bore upon the inclusion of supervisory personnel in the collective negotiations process, Item 34 of Part II and Item 9 of Part IV. The first, dealing with evaluation of supervisory personnel as a possible topic of negotiations, was met with varied responses between 25 and 65, suggesting disagreement with inclusion of this matter in negotiations, but with wide variance in the opinions. The second item suggested that administrative and supervisory personnel form their own bargaining unit for negotiating with the board. This proposal was favored by administrators, but teachers and board members took the middle position, neither agreeing nor disagreeing with it, as shown in Tables 13, 142 and 143.

#### Impasse Procedures

Eight items of Part II of the questionnaire had to do with impasse procedures. Items 7, 8 and 9 were specifically concerned with construction of negotiations legislation. All groups were in agreement with Item 7 which purported that collective negotiations legislation should specify procedures to follow should an impasse develop in the negotiations process. Table 14 shows that means of the responses were between 75 and 90, suggesting quite strong agreement with this concept.

Item 8 suggested that teachers be allowed to strike, and Item 9 proposed that school boards be permitted to close school, both in the

event that all other available means of settling the dispute are exhausted. Disagreement with both items was predominant. Board members and superintendents were emphatic in their disagreement with the notion of permitting strikes, registering means near 10 and 15, respectively. Teachers took a middle position regarding statutory permission of strikes. Item 8, regarding the lockout, is the only item of this series of eight, in which the differences of the means were not significant, indicating singleness of thought toward disagreement with legislation which would permit lockouts.

The method of settlement of an impasse was the subject of Items 16 and 17. Mediation by an impartial third party who does not dictate the terms of settlement, the subject of Item 16, was the method with which the respondents were most in agreement, registering means of 60 through 75, as shown in Tables 14, 45 and 46. Item 17, suggesting binding arbitration, was met with responses ranging from near 25 to 45. In both situations just mentioned, the means were significantly different.

Teachers were slightly in agreement with the notion that if all else failed, sanctions should be invoked, the topic of Item 18. However, all other groups were opposed to the invocation of sanctions, and all groups, including teachers, were in opposition to implementation of strikes, the subject of Item 19. Board members and superintendents were emphatic in their disagreement with strikes, marking responses which produced means of 4.43 and 8.38, respectively.

The means of responses to Item 20, proposing that the cost of impasse settlement, short of strikes, sanctions and lockouts, be shared equally by the school district and teachers' organization, ranged from

near 50 to 85, indicating some agreement with this principle. Teachers were strongest in their agreement with the cost sharing idea, board members neither agreeing nor disagreeing and administrators somewhat agreeing, between these two positions.



## CHAPTER VI. SUMMARY AND RECOMMENDATIONS

The problem of this study was to accurately present the perceptions of Iowa teachers, elementary principals, secondary principals, superintendents and board members, as indicated by them, relating to various aspects of the collective negotiations relationship, prior to enactment of collective negotiations legislation in the state of Iowa. The study was concerned primarily with the perceptions of board members and educators regarding the role of the principal in the negotiations process, but also, in their perceptions of other aspects of negotiations, including the content of negotiations, as replication and expansion of studies by O'Hare (50) and Borger (7).

In analyzing the problem, the study sought to test the differences in the responses of the groups which might not be expected from sampling fluctuations. The mailed questionnaire method of descriptive research was selected to obtain the perceptions. The persons chosen to receive the questionnaire were from randomly selected Iowa public school districts, which were recognized by the Iowa State Department of Public Instruction in 1970. The stratified cluster technique of sampling was employed.

An analysis of variance statistical treatment was applied to the data to determine the significance of the differences between the means of the responses of the groups. When significant differences were indicated, a multiple comparison technique was used to identify the means which were significantly different.

### Summary of the Findings

The following summary of the findings of the study are presented as they relate to each hypothesis.

#### Hypothesis 1

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members regarding their perceptions of the role of the principal in the negotiations process.

All groups clearly indicated a middle position of neither agreement nor disagreement with the idea of the principal remaining neutral during collective negotiations between the board and teachers. They also agreed that a complaint by a teacher should not be considered a grievance until attempts for solution through normal administrative channels have failed and that the principal should be the first step in the grievance procedure, unless he is the subject of the grievance.

In all other considerations - the principal's role during collective negotiations between teachers and the board, his role for negotiating his own professional and economic matters, his responsibility once an agreement has been reached between teachers and the board, and the affects upon the principal's authority as gains are made by teachers - statistically significant differences were noted in the means of the responses of the groups polled. The null hypothesis was rejected.

#### Hypothesis 2

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions of the right of teachers to negotiate collectively with their local board of education.

Significant differences were found to exist in each of the three items of the questionnaire which pertained to the right of teachers to negotiate collectively with their employer, specifically regarding whether teachers should have a right to negotiate collectively, whether they presently have that right, and whether a statute should mandate collective negotiations upon demand of teachers or boards. The hypothesis was rejected.

#### Hypothesis 3

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions relative to the need for an enactment of a collective negotiations statute by the state legislature.

Wide differences of perception were noted regarding the need for collective negotiations legislation. Significant differences were observed between the means of all groups, except between elementary and secondary principals, and between superintendents and board members, as shown in Table 19. Hypothesis 3 was rejected.

#### Hypothesis 4

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members regarding negotiations procedure as a negotiable topic in collective negotiations.

All groups indicated strong agreement with the concept of negotiating the procedures to be observed during the process of collective negotiations. The means of the responses to the item proposing this method of establishing procedures were not significantly different. Therefore, the null hypothesis was not rejected.

### Hypothesis 5

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members regarding negotiability of items relating to the rights of the negotiating unit.

Matters relating to the rights of the teachers' negotiating unit were presented in the questionnaire in several ways. Those matters touched upon were mandatory negotiations upon demand, freedom from discrimination for members of the negotiating unit, manner of selection of the unit, exclusiveness of the unit as the negotiating agent, and financial support of the unit. While there were significant differences noted in the means of responses to some of the items, there were differences not significant for others. However, regarding the matter of negotiability of items relating to the rights of the negotiating unit, there is no basis for rejecting the hypothesis.

### Hypothesis 6

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions of the contents of collective negotiations.

Of the thirty-six items of the questionnaire pertaining to matters of topics for negotiation, significant differences were observed for each item, as shown in Table 12. The null hypothesis was rejected.

### Hypothesis 7

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions of the inclusion of supervisory personnel in the collective negotiations process and agreement.

Two items dealt with the question of inclusion of supervisory personnel in the collective negotiations process. The means of the responses to both items were significantly different, therefore it was concluded that the null hypothesis should be rejected.

#### Hypothesis 8

There is no significant difference between teachers, elementary principals, secondary principals, superintendents, and board of education members in their perceptions of impasse procedures.

All of the groups disagreed with the notion of a collective negotiations statute including provisions for local school boards to close school, in the event an impasse persisted. In the other seven items about impasse procedures, significant differences were found to exist. Hence, Hypothesis 8 was rejected.

#### Conclusions

Within the limitations of this study, the findings justify the following conclusions.

1. Teachers, elementary principals, secondary principals, superintendents and board members view various aspects of the collective negotiations phenomenon significantly the same. Specifically, it can be concluded that they believe:
  - a. a collective negotiations statute should not allow local school boards to close school as a means to settlement of a dispute.
  - b. procedures to be followed during the discussions should be agreed upon by the parties involved in the negotiations process, prior to actual negotiations.

- c. the negotiating unit for the teachers should be selected by an unbiased election in which each teacher employed is entitled to vote for the unit of his choice.
  - d. the negotiating unit elected should be the exclusive negotiating agent for all the teachers.
  - e. expenses incurred by the teachers' negotiating unit should be borne by all of the teachers represented.
  - f. that it is neither agreeable nor disagreeable for the principal to assume a position of neutrality during collective negotiations proceedings between the board and teachers.
  - g. attempts for solution of a complaint through normal administrative channels should be made before the complaint is considered a grievance.
  - h. the principal should be the first step in the grievance procedure, unless he is a subject of the grievance.
2. Teachers, elementary principals, secondary principals and superintendents view various aspects of collective negotiations significantly the same, in addition to those stated in one (1), above. Specifically, they believe:
- a. there exist situations in Iowa in which teachers, or their representatives, presently have the right to negotiate collectively with the local board of education.
  - b. negotiations procedures should be legislated, if a collective negotiations statute would be enacted.

- c. that if a collective negotiations statute would be enacted, it should specify the procedures to follow should an impasse develop in the negotiations process.
  - d. the preferred method for solution of an impasse is through the efforts of a mediator, in which the terms of settlement are not dictated.
  - e. salaries and wages, extra-duty pay for special activities, health and accident insurance, and sick leave policies are appropriate topics for collective negotiations.
  - f. principals should negotiate with the board on professional and economic matters.
3. Elementary principals, secondary principals, superintendents and board members perceived several aspects of collective negotiations the same, in addition to those listed in one (1), above. Specifically, they believe:
- a. in some locations in Iowa, teachers, or their representatives, presently have the right to negotiate collectively with the local board of education.
  - b. if a collective negotiations statute would be passed, it should spell out the content of negotiations.
  - c. some guarantee of freedom from discrimination, which may result from the negotiations process, should be made to the persons, or unit, conducting the negotiations for the teachers.
  - d. salaries and wages constitute a suitable topic for negotiation.

- e. payment of professional organization dues and the selection and assignment of secretaries and clerks would not be considered suitable topics for consideration.
  - f. teaching load or schedule of class periods, duty-free lunch periods, teacher meetings and in-service meetings, and evaluation of teacher's performance are matters which are slightly opposed as topics for negotiations.
  - g. the principal, functioning as an advisor to the board during negotiations between the board and teachers, to be the slightly preferred role.
  - h. the principal, functioning as a member of the board's bargaining team during negotiations between the board and teachers, is somewhat of an unfavorable role.
  - i. principals should not be included in the teachers' bargaining unit when negotiating for their (the principals') professional and economic matters.
  - j. after an agreement has been reached between the board's and the teachers' bargaining units, the principal has responsibility to the board and the teachers regarding terms of the agreement.
  - k. formal grievance procedures may strengthen principal-teacher relationships, somewhat, because the process establishes reasonable safeguards for the rights and interests of both parties.
4. Teachers, elementary principals, secondary principals and board members have a similar view concerning the content of



collective negotiations. Specifically, they believe that if a collective negotiations statute would be passed, it should spell out "what is to be negotiable?" between teachers and local boards.

5. Teachers, elementary principals, superintendents and board members perceived some aspects of the collective negotiations relationship the same, in addition to those listed in one (1), above. Specifically, they believe:
  - a. if a collective negotiations statute would be enacted, it should specify the negotiations procedures between teachers and local boards.
  - b. after an agreement has been reached between the board's and the teachers' bargaining units, the principal does have responsibility to the board and the teachers regarding terms of the agreement.
6. Since, in the above discussion, there exist some areas in which similar views seem to overlap, an explanation follows. Teachers, elementary principals, secondary principals and superintendents may have a similar view regarding one aspect of collective negotiations, while elementary principals, secondary principals, superintendents and board members also have like views concerning the same aspect of collective negotiations. This condition exists when the perceptions of all of the groups are generally the same, but the views of two of the groups are, in fact, significantly different.

Specific situations in this study, in which the views of all of the groups were generally alike, but the views of two groups were found to be significantly different, are:

- a. regarding the right of teachers, or teachers' representatives, presently, to negotiate collectively with the local board. The responses of teachers and board members were significantly different.
- b. in the matter of a collective negotiations statute specifying the contents of negotiations. The responses of teachers and superintendents were different, significantly, although both groups agreed, to some degree, that the contents should be legislated.
- c. for legislation to specify the negotiations procedures. The responses of secondary principals and board members were significantly different, although they agreed, to some degree, that such procedures should be specified in the statute.
- d. regarding salaries and wages as a topic for negotiation. The views of teachers and board members were significantly different, but both groups were strongly in agreement with the item being a topic for negotiation.
- e. the matter of the principal's responsibility to the board and the teachers regarding the terms of the agreement reached through collective negotiations. The perceptions of teachers and secondary principals were significantly

different, although both groups disagreed with the statement that the principal has no responsibility to the board or the teachers in this situation.

7. The areas of this study in which the least accord was noted in the responses were:
  - a. regarding the need for the enactment of legislation to afford teachers the right to negotiate with the local board. Sharp discord was noted with teachers in strong agreement with the statement of the need, elementary and secondary principals somewhat in agreement with the statement, superintendents slightly in disagreement with this notion, and board members somewhat in disfavor with the suggestion of a need for legislation.
  - b. in the area of invoking sanctions. Teachers were slightly in favor of this as a technique for attempting to settle a dispute, principals were slightly opposed to that procedure, superintendents were opposed to invoking sanctions, and board members were quite in disagreement with the idea.
  - c. in the matter of pupil/teacher ratio and class size as a topic for negotiation. Teachers favored, principals slightly opposed, and superintendents and board members opposed inclusion of this matter in the negotiations process.
  - d. regarding the selection and assignment of teacher aides as a topic for collective negotiations, teachers slightly

agree, principals somewhat disagree, and superintendents and board members disagree with the suggestion.

- e. in the matter of participation in teacher selection and assignment as a topic for negotiation. Teachers disagree slightly, principals disagree, while superintendents and board members disagree strongly with the suggestion.
- f. concerning the principal's responsibility after an agreement has been reached between the board's and the teachers' bargaining units, in which it is suggested that his responsibility is to protect the interests of the teachers. Teachers slightly disagree, principals disagree somewhat, superintendents disagree, and board members strongly disagree with this concept of the principal's responsibility.

#### Comparison of Findings

One of the purposes of this study was to replicate portions of the studies by O'Hare (50) and Borger (7) which related to collective negotiations in Iowa. Time has elapsed since those studies were conducted and no collective negotiations legislation has been enacted in Iowa, hence it was considered that some of the perceptions obtained by those studies may have changed.

Within the limitations of the similarities, or lack thereof, between this study and the studies by O'Hare and Borger, the conclusions reached were found to be substantially the same. Interesting observations - that salaries and wages are the prime concerns for collective negotiations,

that the reluctance of board members and superintendents to get into the negotiation of other than salaries and wages continues in contrast to the eagerness of teachers to add more to the list of contents for negotiation, and that superintendents are more in favor of a negotiations law than teachers when considering guidelines for the content of negotiations - are but a few of the findings which were similar between the studies. The only deviation noted was with regard to the right of the negotiating unit to be the exclusive negotiating agent for all the teachers. O'Hare reported:

A substantially larger number of teachers than superintendents believed there should not be exclusive negotiating rights for the majority organization. The difference indicates the teachers' indecision about negotiation rights or their wish for unlimited freedom in negotiating with the board. The majority of superintendents would prefer to negotiate with one group, the group with the right to negotiate as determined by referendum (50, pp. 117-118).

This study found substantially the same perception registered by both groups, teachers and superintendents, favoring the exclusiveness of the negotiating unit as the agent for all the teachers, selected by an unbiased election in which each teacher employed is entitled to vote for the unit of his choice.

#### Limitations

The study was limited to teachers, elementary school principals, secondary school principals, superintendents and board of education members of school districts in the state of Iowa which maintained a public high school recognized by the Iowa State Department of Public Instruction in 1969.

The findings were based upon 100 percent return of the survey instrument from the teachers, elementary principals, secondary principals, superintendents and board members selected from a stratified cluster random sample of public school districts in the state of Iowa. It was assumed that the respondents' perceptions were representative of the perceptions of the population they represented.

### Recommendations

This study was designed to obtain perceptions from those persons who may be considered prospective participants in the negotiations relationship should collective negotiations become part of the procedure in public education in Iowa. The findings and conclusions of this study were intended for use by Iowa legislators as they work toward passage of satisfactory collective negotiations legislation. They were also intended, specifically, for use by prospective participants, Iowa educators and board of education members, as they prepare themselves for action in "an adversary process in which the adversaries must live and work together when negotiations end," as described by Lieberman (37). The various education associations, Iowa State Education Association, Iowa Association of School Boards, Iowa Association of School Administration, and Iowa Association of Secondary School Principals, their affiliates and parent organizations may benefit from the findings of the study, as they continue to assess their positions relative to the negotiations process.

Further research should include an evaluation of the satisfaction of the various and numerous pieces of legislation from throughout the

country which pertain to collective negotiations. A modest beginning may be found in Appendix C of this study.

This study also suggests, as did the studies by O'Hare and Borger, similar studies for more populous states, with the larger school systems, larger populations, more heterogeneity of population, and closer contact with labor and the collective bargaining expertise. Application of the information obtained from this study to states with conditions which vary considerably from those found in Iowa is not suggested.

A final recommendation is that a state negotiations statute be enacted with the following characteristics: (1) A limited scope; (2) Provisions for selection of an exclusive negotiating unit by an unbiased vote, with protection from discrimination resulting from the process of negotiating; (3) Participation by employees and employers, only, without interference or assistance from persons outside the employ of the school district, or membership of the board of education; (4) Provision for the principal to act as an advisor to both groups, while the teachers' unit and the board's unit are negotiating; and (5) Provision for establishment of and performance by a separate unit for negotiating the professional and economic considerations of principals and supervisory personnel.

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## ACKNOWLEDGMENTS

A sincere expression of gratitude is extended to my two faithful advisors in this endeavor, Dr. Ross Engel and Dr. Anton Netusil. Dr. Engel demonstrated inexhaustible perseverance in seeing this study through to completion. His encouragement and assistance were sincerely appreciated and will be long remembered. Dr. Netusil's suggestions were most appropriate and valued.

Appreciation is acknowledged, also, to the members of my committee, Dr. Ray Bryan, Dr. Clarence Lindahl, Dr. Richard Hanatt, and Dr. Lawrence Burkhardt, for their encouragement, suggestions, and support.

No less than the greatest esteem can be showered upon my wife, Wanda, and our children, Mike, Kathy, Jeff and Missy, for their parts in this undertaking. They have proofread, tallied marks, addressed and licked envelopes, tip-toed around the house, encouraged, and, during a time which was often miserable, have understood.

To my typist, who has become a friend, Mrs. Doris Ott, I extend deep-felt thanks.

**APPENDIX A: SCHOOL DISTRICTS PARTICIPATING IN THIS STUDY**

LIST OF SCHOOLS IN SAMPLESTRATUM I  
(12)

Des Moines	Sioux City	Ottumwa
Cedar Rapids	Council Bluffs	Burlington
Davenport	Dubuque	Fort Dodge
Waterloo	Iowa City	Mason City

STRATUM II  
(11)

Clinton	Ames	Fort Madison
Cedar Falls	West Des Moines	Keokuk
Muscatine	Bettendorf	Urbandale
Marshalltown	Newton	

STRATUM III  
(22)

Ankeny	LeMars	Waverly-Shell Rock
Charles City	Webster City	Western Dubuque
Southeast Polk	Linn-Mar	North Scott
Fairfield	Spencer	Saydel
Oskaloosa	Lewis Central	Atlantic
Boone	Grinnell-Newburg	Oelwein
Marion	College	South Tama
Indianola		



STRATUM IV  
(14)

West Delaware	Independence	Iowa Falls
Howard-Winneshiek	Storm Lake	Chariton
Estherville	Central Clinton	Cherokee
Pleasant Valley	Maquoketa	Osage
Knoxville	Denison	

STRATUM V  
(19)

Anamosa	Shenandoah	Emmetsburg
Vinton	Monticello	Starmont
Clarke	Jefferson	Clarinda
Red Oak	Hampton	Maquoketa Valley
Eagle Grove	Sheldon	West Marshall
Benton	Glenwood	Mediapolis
Audubon		

STRATUM VI  
(5)

Cardinal	South Hamilton	Roland-Story
Prairie	Sumner	

STRATUM VII  
(5)

West Branch	Guthrie	Eastern Allamakee
Manson	Colfax	

STRATUM VIII  
(5)

Highland	Dunlap	West Central
Underwood	Dike	

STRATUM IX  
(12)

LDF	Coon Rapids	Glidden-Ralston
Paullina	Preston	Prairie City
Mormon Trail	Floyd Valley	Titonka
Anthon-Oto	Sidney	Ventura

STRATUM X  
(10)

South Clay	Murray	Grand Valley
Union-Whitten	Colo	Oxford Junction
Sabula	Westfield	Ledyard
Dumont		

APPENDIX B: SURVEY INSTRUMENT AND FOLLOW-UP LETTERS

## PART I

PERSONAL DATA

Code No. \_\_\_\_\_

For the purposes of this study, you are requested to furnish the following information about yourself. Under each of the categories below, please place a check (✓) in the one appropriate blank which best describes you:

## AGE (on most recent birthday)

- ☐ 1. 21 - 30  
☐ 2. 31 - 40  
☐ 3. 41 - 50  
☐ 4. 51 - 60  
☐ 5. 61 and over

## SEX

- ☐ 1. Male  
☐ 2. Female

WOULD YOU CHOOSE THE SAME occupation if given the opportunity to start your career over again?

- ☐ 1. Yes  
☐ 2. No

## OFFICIAL POSITION

- ☐ 1. Classroom teacher  
☐ 2. Elementary School Principal  
☐ 3. Secondary School Principal  
☐ 4. Superintendent  
☐ 5. Board of Education Member

EDUCATORS ONLY

## GRADE LEVEL RESPONSIBILITY

(If more than one, check the one to which you devote the majority of your service)

- ☐ 1. Elementary (K - 6)  
☐ 2. Junior High (7 - 9)  
☐ 3. Senior High (10 - 12)  
☐ 4. System-wide (K - 12)

## EDUCATIONAL ATTAINMENT

- ☐ 1. Less than H. S. Diploma  
☐ 2. High School Diploma  
☐ 3. Bachelor's Degree  
☐ 4. Master's Degree  
☐ 5. Specialist's Degree  
☐ 6. Doctor's Degree

TOTAL NUMBER OF YEARS OF EXPERIENCE (as educator or Board of Education member)

- ☐ 1. 1 - 5  
☐ 2. 6 - 15  
☐ 3. 16 - 25  
☐ 4. 26 - 35  
☐ 5. 36 and over

BOARD MEMBERS ONLY

OCCUPATION (Check the one to which you devote the majority of your efforts or which best describes your occupation)

- ☐ 1. Housewife  
☐ 2. Professional (Dr., Lawyer, etc.)  
☐ 3. Farmer  
☐ 4. Businessman  
☐ 5. Serviceman  
☐ 6. Salesman  
☐ 7. Retired  
☐ 8. Other (specify) \_\_\_\_\_

## PART II

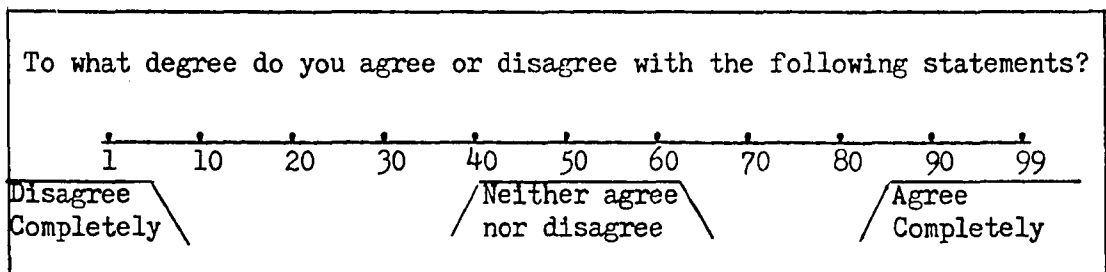
GENERAL INFORMATION ABOUT COLLECTIVE NEGOTIATIONS IN IOWA

As you read the following statements, please respond to each statement by writing a number from "1" to "99" in the space preceding the statement.

Respond "99" if you agree completely with the statement. Respond "1" if you disagree completely with the statement.

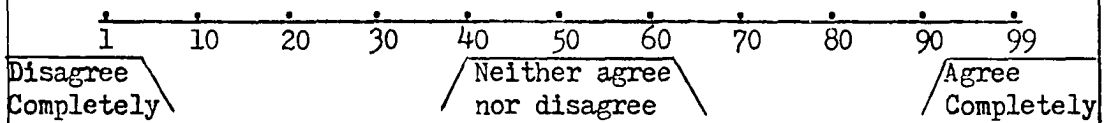
Respond with numbers larger than "50" but smaller than "99" to express various degrees of agreement - the more you agree with a statement, the larger the number should be with which you respond. Respond with numbers smaller than "50" but larger than "1" to express various degrees of disagreement - the more you disagree with a statement, the smaller will be the number with which you respond. Respond "50" if you are absolutely neutral (neither agree nor disagree) regarding a statement.

Please feel free to respond with a whole number (not a fraction) anywhere on the scale between "1" and "99", as best describes your own thinking. To help keep the directions in mind, refer to the following scale which will appear at the top of each page.



- | Your<br>Response | Item<br>Number                                                                                                                                      |
|------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|
| _____            | 1. Teachers, or their representatives, <u>should</u> have the right to negotiate collectively with the local board.                                 |
| _____            | 2. Teachers, or teachers' representatives, presently have the right to negotiate collectively with the local board of education.                    |
| _____            | 3. There is a need for the enactment of legislation to afford teachers the right to negotiate with the local board.                                 |
| _____            | 4. If a collective negotiations statute would be enacted, it should make negotiations mandatory if either local teachers or local boards demand it. |
| _____            | 5. If a collective negotiations statute would be passed, it should spell out "what is to be negotiable?" between teachers and local boards.         |
| _____            | 6. If a collective negotiations statute would be enacted, it should specify the negotiations procedures between teachers and local boards.          |

To what degree do you agree or disagree with the following statements?



Your      Item  
Response   Number

- |       |     |                                                                                                                                                                                                   |
|-------|-----|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| _____ | 7.  | If a collective negotiations statute would be enacted, it should specify the procedures to follow should an impasse develop in the negotiations process.                                          |
| _____ | 8.  | If a collective negotiations statute would be enacted, it should allow teachers to strike, if all available means of settling the dispute are exhausted.                                          |
| _____ | 9.  | If a collective negotiations statute would be enacted, it should allow local school boards to close school, if all other available means of settling the dispute are exhausted.                   |
| _____ | 10. | Prior to actual negotiations, procedures to be followed during the discussions should be agreed upon by the parties involved in the negotiations process.                                         |
| _____ | 11. | The persons, or unit, conducting the negotiations for the teachers should be guaranteed freedom from discrimination which may result from the negotiations process.                               |
| _____ | 12. | The negotiating unit (the group doing the negotiating) for the teachers should be selected by an unbiased election in which each teacher employed is entitled to vote for the unit of his choice. |
| _____ | 13. | The negotiating unit elected should be the exclusive negotiating agent for all the teachers.                                                                                                      |
| _____ | 14. | Expenses incurred by the teachers' negotiating unit should be borne by all of the teachers represented.                                                                                           |
| _____ | 15. | Financial support for the teachers' negotiating unit should be made through a payroll deduction.                                                                                                  |
| _____ | 16. | Should an impasse develop, the dispute should be settled through the efforts of a mediator (an impartial third party who does not dictate the terms of settlement).                               |

To what degree do you agree or disagree with the following statements?										
1	10	20	30	40	50	60	70	80	90	99
Disagree Completely				Neither agree nor disagree			Agree Completely			

- | Your Response | Item Number |                                                                                                                                                                |
|---------------|-------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------|
| _____         | 17.         | Should an impasse develop, the dispute should be settled through binding arbitration (through and impartial third party who dictates the terms of settlement). |
| _____         | 18.         | If <u>all</u> available means of settling a dispute are exhausted without a settlement resulting, the teachers' association should invoke sanctions.           |
| _____         | 19.         | If <u>all</u> available means of settling a dispute are exhausted without a settlement resulting, the teachers should strike, even if a strike is illegal.     |
| _____         | 20.         | The cost of arbitration, mediation, or use of a review panel should be shared equally by the school district and the teachers' organization.                   |

### PART III

#### CONTENT OF NEGOTIATIONS IN IOWA

Please indicate your degree of agreement or disagreement to the inclusion of each of the following items in the negotiations process as a topic for negotiation.

- | Your Response | Item Number |                                                        |
|---------------|-------------|--------------------------------------------------------|
| _____         | 1.          | Salaries and wages                                     |
| _____         | 2.          | Credit toward salary for prior education or experience |
| _____         | 3.          | Extra-duty pay for special activities                  |
| _____         | 4.          | Health and accident insurance                          |
| _____         | 5.          | Health services                                        |
| _____         | 6.          | Sick leave policies                                    |
| _____         | 7.          | Payment of professional organization dues              |
| _____         | 8.          | Individual contract terms                              |
| _____         | 9.          | Teaching load or schedule of class periods             |
| _____         | 10.         | Duty-free periods for planning, etc.                   |
| _____         | 11.         | Duty-free lunch periods                                |

To what degree do you agree or disagree with the following statements?

1	10	20	30	40	50	60	70	80	90	99
Disagree Completely				Neither agree nor disagree			Agree Completely			

Your Response	Item Number
_____	12. Teacher meetings, In-service meetings
_____	13. Grievance procedures
_____	14. Dismissal and resignation policies
_____	15. Dismissal and resignation of individual teachers
_____	16. Discipline or reprimand of individual teachers
_____	17. Procedure for teacher evaluation
_____	18. Teacher facilities, e.g., lounge, parking space, desk
_____	19. Evaluation of teacher's performance
_____	20. Curriculum review
_____	21. Participation in developing job specifications
_____	22. Development of tax or bond programs
_____	23. Evaluation and application of testing programs
_____	24. Distribution of budgetary items
_____	25. Selection and distribution of textbooks
_____	26. Pupil - teacher ratio and class size
_____	27. Instructional aids and audio-visual equipment selection and distribution
_____	28. Teacher aides selection and assignment
_____	29. Secretarial and clerical assistance selection and assignment
_____	30. Participation in teacher selection and assignment
_____	31. School calendar
_____	32. Pupil progress reports, promotion, and policies
_____	33. Student extra-curricular activities and supervision
_____	34. Evaluation of supervisory personnel
_____	35. Evaluation of administrators

#### PART IV

#### THE ROLE OF THE PRINCIPAL IN COLLECTIVE NEGOTIATIONS IN IOWA

Again, indicate the degree of your agreement or disagreement to the statements which follow:

Your Response	Item Number
_____	1. The principal should remain neutral during collective negotiations proceedings between the board and teachers.



To what degree do you agree or disagree with the following statements?	
1	10 20 30 40 50 60 70 80 90 99
Disagree Completely	Neither agree nor disagree
	Agree Completely

- | Your Response | Item Number                                                                                                                                                                                                |
|---------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| _____         | 2. The principal should function as an advisor to the board during negotiations between the board and teachers.                                                                                            |
| _____         | 3. The principal should function as an advisor to the teachers' unit during negotiations between the board and teachers.                                                                                   |
| _____         | 4. The principal should function as a member of the board's bargaining team during negotiations between the board and teachers.                                                                            |
| _____         | 5. The principal should function as a member of the teachers' bargaining team during negotiations between the board and teachers.                                                                          |
| _____         | 6. Principals should form their own separate bargaining unit to negotiate for their exclusive professional and economic matters.                                                                           |
| _____         | 7. Principals should be included in the teachers' bargaining unit when negotiating for their (the principals') professional and economic matters.                                                          |
| _____         | 8. Principals should not negotiate with the board on professional and economic matters.                                                                                                                    |
| _____         | 9. Principals, and other administrative and supervisory personnel, should form one bargaining unit to negotiate for their professional and economic matters.                                               |
| _____         | 10. After an agreement has been reached between the board's and the teachers' bargaining units, the principal's primary responsibility, regarding the agreement, is to protect the interests of the board. |
| _____         | 11. After an agreement has been reached between the board's and the teachers' bargaining units, the principal has <u>no</u> responsibility to the board or the teachers regarding terms of the agreement.  |

To what degree do you agree or disagree with the following statements?										
1	10	20	30	40	50	60	70	80	90	99
Disagree Completely				Neither agree nor disagree			Agree Completely			

Your      Item  
Response   Number

- |       |                                                                                                                                                                                                               |
|-------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| _____ | 12. After an agreement has been reached between the board's and the teachers' bargaining units, the principal's primary responsibility, regarding the agreement, is to protect the interests of the teachers. |
| _____ | 13. As gains are made by teachers at the bargaining table, principals will find that they are obliged to alter their patterns of decision making.                                                             |
| _____ | 14. As gains are made by teachers at the bargaining table, principals will face increased constraints when executing the tasks that are now their sole or shared responsibilities.                            |
| _____ | 15. Formal grievance procedures may strengthen principal-teacher relationships, because the process establishes reasonable safeguards for the rights and interests of both parties.                           |
| _____ | 16. A complaint by a teacher shall not be considered a grievance until attempts for solution through the normal administrative channels have failed.                                                          |
| _____ | 17. The principal should be the first step in the grievance procedure, unless he is a subject of the grievance.                                                                                               |

I need your help! I am conducting a study in cooperation with Dr. Ross Engel of Iowa State University. It is designed to determine how board members and educators perceive the role of the principal in the collective negotiations process and related items, all in an Iowa setting.

Your school was selected through use of a stratified random method for participation in this study. I have enclosed five questionnaires for distribution to a board member, a secondary school principal, an elementary school principal, a teacher, and one for yourself. It is vitally important to the success of this study for the questionnaires to be completed and returned to me, even if your district is not presently active in collective negotiations. I would sincerely appreciate it if you would act as the distributor and the collector of the questionnaires in your school district and return them to me, in the stamped, self-addressed envelope which has been enclosed for your convenience, when they are completed. If for some reason you cannot do this, please return the entire mailing to me immediately, so that another school can be contacted. The design of this study requires total participation of the 115 board members and the educators selected for the study.

Your assistance and participation in this study is greatly appreciated.

Respectfully,

L. Eugene Johnson  
Kingsley, Iowa 51028  
Office phone: 712-378-2861

LEJ:djo

Kingsley, Iowa  
April 6, 1971

Dear Educator or Board Member:

Your responses to this questionnaire are needed in a study of the perceptions of board members and educators relative to the role of the principal in the collective negotiations process, and other related items. It is vitally important to the success of this study for you to complete the form even if your district is not presently active in collective negotiations. May I suggest that after you have completed the form that you fold it, staple or tape it closed, and return it to your superintendent for mailing to me. The design of this study requires total participation of the 115 board members and the educators selected for the study.

After the responses to this questionnaire have been compiled, I intend to present them in a doctoral dissertation. No individual or school district will be identified in the publication of the results of this study. The returns shall be treated in a strictly confidential manner.

Won't you take a few minutes right now to complete the questionnaire?  
Your participation in this study is sincerely appreciated.

Respectfully,

L. Eugene Johnson  
Kingsley, Iowa 51028  
Office Phone: 712-378-2861

LEJ:djo

May 12, 1971

Dear Colleague:

A few weeks ago, you were one of the 115 Iowa public school superintendents who received a packet of questionnaires, with a request that you distribute these to various personnel in your school system. Many of the completed questionnaires have been returned to me, but I haven't received the set from your school.

As a fellow superintendent, I am aware of the many demands upon your time, but I would certainly appreciate your efforts in the return of the completed questionnaires. The nature of the sampling technique used requires a 100 per cent return. Please forward yours immediately. Thank you for your cooperation.

Sincerely,

L. Eugene Johnson  
Kingsley, Iowa 51028  
Phone: 712-378-2861

LEJ:djo

Kingsley, Iowa  
May 12, 1971

Dear Educator or Board Member:

I need your help! I am conducting a study in cooperation with Dr. Ross Engel of Iowa State University. It is designed to determine how board members and educators perceive the role of the principal in the collective negotiations process and related items, all in an Iowa setting.

You have been selected through use of a stratified random method for participation in this study. It is vitally important to the success of this study for you to complete the form even if your district is not presently active in collective negotiations. After you have completed the form please return it to me in the enclosed envelope. The design of this study requires total participation of the 115 board members and the educators selected for the study.

After the responses to this questionnaire have been compiled, I intend to present them in a doctoral dissertation. No individual or school district will be identified in the publication of the results of this study. The returns shall be treated in a strictly confidential manner.

Won't you take a few minutes right now to complete the questionnaire? Your participation in this study is sincerely appreciated.

Respectfully,

L. Eugene Johnson  
Kingsley, Iowa  
Office Phone: 712-378-2861

LEJ:djo

Kingsley, Iowa  
July 19, 1971

Dear Sir:

A few weeks ago, you received a questionnaire from me regarding collective negotiations between educators and their employing board. It was sent to you as a part of a research project being done through Iowa State University, under the guidance of Dr. Ross Engel. A small sample was used, thereby making the participation of everyone contacted necessary. In attempting to finish this survey, I find that I did not receive your completed questionnaire. Won't you please complete it today and return it to me? It will take only a few minutes of your time, and you can believe me, your responses to the items are needed. As I recall, I sent a stamped, self-addressed envelope to you. If you have misplaced the questionnaire, I'll be happy to send you another one. Thank you so much for your help.

Sincerely,

L. Eugene Johnson  
Kingsley, Iowa

APPENDIX C: LETTER TO CHIEF STATE SCHOOL OFFICERS  
AND A COMPARATIVE ANALYSIS OF COLLECTIVE NEGOTIATIONS STATUTES



## A COMPARATIVE ANALYSIS OF COLLECTIVE NEGOTIATIONS STATUTES

A comparative study of the statutes of each state under which collective negotiations is conducted between educators and their employing boards of education is contained herein as an attempt to further amplify and bring clarity to similar concerns in Iowa. This analysis was prompted by a suggestion by Dr. Lawrence Burkhardt, a member of the graduate committee which has guided the research and development of this dissertation. Dr. Burkhardt suggested that Iowans who are concerned with legislation for collective negotiations should attempt to learn from the experiences in other states before proceeding with legislation in Iowa.

### Method

The chief state school officer of each of the forty-nine states (excluding Iowa) was contacted by letter (page 143) in an effort to obtain a copy of the collective negotiations statutes of that state. The statutes received were examined in terms, and in order, of the topic of each of the eight hypotheses tested in this study, which were:

1. The role of the principal in the negotiations process.
2. The right of teachers to negotiate collectively with their local board of education.
3. The need for enactment of a collective negotiations statute by the state legislature.
4. Procedure as a negotiable topic in collective negotiations.
5. The negotiability of items relating to the rights of the negotiating unit.

6. The contents of collective negotiations.
7. The inclusion of supervisory personnel in the collective negotiations process and agreement.
8. Impasse procedures.

After examination of the statutes, a summary of the various practices was made, and conclusions were drawn, as to frequency of use and other such observations. No effort was made to determine desirability or preferences regarding terminology, or inclusion/exclusion of specific items.

### Participants

Of the forty-nine chief state school officers contacted, forty-two of them, or their representatives, responded. Twenty-one indicated that the states they served had no statutes concerning collective negotiations between educators and their employing boards of education. Those states are:

Alabama	Indiana	New Mexico	Tennessee
Arizona	Kentucky	North Carolina	Texas
Colorado	Louisiana	Ohio	Utah
Georgia	Missouri	Oklahoma	West Virginia
Hawaii	New Hampshire	South Carolina	Wyoming
Illinois			

No response was received from Arkansas, Connecticut, Florida, Mississippi, Nevada, Oregon, or Virginia.

Copies of the collective negotiations statutes of twenty-one states were received and reviewed. The states having collective negotiations laws are:

Alaska	Maryland	Nebraska	Rhode Island
California	Massachusetts	New Jersey	South Dakota
Delaware	Michigan	New York	Vermont
Idaho	Minnesota	North Dakota	Washington
Kansas	Montana	Pennsylvania	Wisconsin
Maine			

## Analysis of Statutes

Hypothesis 1

The subject of the first hypothesis is the role of the principal in the negotiations process.

a. The statutes of California, Idaho, Massachusetts, Nebraska, New York, South Dakota, and Wisconsin include all certificated or all professional employees of school districts in their provisions for collective negotiations. No exclusion or special conditions for principals, or any other administrators, is in evidence in these laws, except in the recently adopted statute of Idaho, which provides that "superintendents, supervisors or principals may be excluded from professional employee group if a negotiation agreement between the board and local education organization so specifies."

b. Alaska, Maine, Maryland, Minnesota, New Jersey, and Washington specifically exclude the superintendent of schools or chief administrative officer of the local school district. The Maine statute also excludes the assistant superintendent of a school system. No mention was made, however, regarding the principal, so it must be concluded that principals are included in the definition of certificated employees and in the provisions of the statutes of these states.

c. Administrative employees are excluded from the terms of the collective negotiations statutes which cover teachers in Delaware, Kansas, Montana, North Dakota, and Vermont. However, in the laws of Kansas and North Dakota, administrators have the right to join and participate in an unit separate from the teachers' negotiating unit,

which may be formed for the purpose of representing their interests to their employer. Principals, but not superintendents, have the right to their own unit in the states of Montana and Vermont.

d. The statutes of Michigan, Pennsylvania, and Rhode Island exclude administrators from the provisions for collective negotiations.

e. From the statutes examined in this survey, it must be concluded that either inclusion of principals in the teachers' negotiating unit, establishment of a separate unit, or exclusion from any negotiating unit, is a distinct possibility in the establishment of statutes for collective negotiations. Only three of the twenty-one states, or fourteen percent, exclude the principal from negotiations procedures, while sixty-two percent include the principal in the provisions made for teachers. Twenty-four percent view the separate unit for administrators as a preference to no representation or the joint representation of teachers and principals.

## Hypothesis 2

The topic of hypothesis number two is the right of teachers to negotiate collectively with their local board of education. In surveying the laws concerning this topic, a disparity in the use of specific words was noted. Perhaps no distinction was intended in the use of the words "recognize" and "establish" in regard to the state's responsibility toward the rights of public employees, however, it must be assumed that the choice of terms and the preciseness of the words chosen are of the utmost importance in the construction of legislation.

a. California, Delaware, Michigan, and Nebraska statutes recognize the right of public employees to join organizations of their own choosing and to be represented by this organization before their employer.

b. The statutes of Kansas, Maryland, Massachusetts, New Jersey, New York, Pennsylvania, Rhode Island, South Dakota, and Wisconsin establish or give public employees the right to join organizations of their own choosing and to be represented by these organizations in dealings with their employers.

c. The laws of Alaska, Idaho, Maine, Minnesota, Montana, North Dakota, Vermont, and Washington cite something other than recognizing or establishing the right of public employees to organize. More often, in the statutes of these states will be a reference to promotion of the growth and development of education by improving communications between employers and employees.

d. In thirteen of the states, teachers clearly "have the right to negotiate collectively with their local board of education." It may be that in the other states, or in many school districts, teachers have, in fact, the "right", judging from a performance point of view. However, in the thirteen states listed in a and b, above, teachers have this "right" by law.

### Hypothesis 3

A discussion of the topic of the third hypothesis, the need for an enactment of a collective negotiations statute by the state legislature, would, at this point, be superfluous if it could be assumed that the statutes which were received from the various states are results of the "need" recognized in each state. Hence, for the purpose of this discussion, it is concluded that the legislatures of the twenty-one states which currently have collective negotiations legislation have identified the

need for enactment of legislation and have reacted by passing such legislation. Again, another twenty-one states, previously listed, indicated that they have no statutes concerning collective negotiations between educators and their employing boards of education.

#### Hypothesis 4

This hypothesis has to do with negotiations procedures, i.e., the order or rule of the process of collectively negotiating, as a negotiable topic in collective negotiations.

a. Little was indicated, in the vast majority of the statutes, concerning the methods for establishing procedures under which to negotiate. California, Nebraska, and Washington stipulate that the board (employer) shall adopt rules and regulations for administering the employer-employee relations (negotiations).

b. In the statutes of eighteen of the twenty-one states, excluding California, Washington, and Wisconsin, the phrases "to negotiate in good faith", "to meet at reasonable times", and/or "to reduce to writing the matters agreed upon" were repeatedly found as admonitions or directions to the negotiating parties.

c. It must be concluded that the procedures under which negotiations is to take place are assumed to be a matter for settlement between the parties to the negotiations process, except as found in a, above. This same conclusion is not true of the selection of the teachers' representative or bargaining unit. In this matter, statutes are predominantly detailed when it comes to election procedures.

Hypothesis 5

The fifth hypothesis deals with the negotiability of items which relate to the rights of the negotiating unit. The statutes specified some items which were, consequently, rights of the negotiating unit by law. Those most often stipulated were; the right of exclusive representation, establishment of reasonable restrictions for membership and dismissal, and dues deductions.

a. The laws of Alaska, Delaware, Idaho, Kansas, Maine, Maryland, Massachusetts, Michigan, Montana, New Jersey, New York, Pennsylvania, and Vermont each gave the majority employee organization exclusive representation rights in negotiations with the employer. The remaining seven, except Minnesota, failed to specifically state "exclusive" representation. The Minnesota statute gives "recognition in proportion to number of members."

b. California and Maryland have within their statutes statements which permit the employee organization to "establish reasonable restrictions regarding who may join" and make reasonable provisions for dismissal of individuals from membership.

c. Delaware and New York statutes allow dues to be deducted from the employees paychecks for membership in the organization of his choice.

d. The statute of Vermont assured the employees' representative of "access at reasonable times to areas in which teachers and administrators work, and to use institutional bulletin boards, mail boxes, or other communication media subject to reasonable regulation by the school board, and to use school facilities at reasonable times for the purpose of meetings concerned with the exercise of rights guaranteed by this chapter."

e. In light of the preceding account of the negotiating units' legislated rights, the conclusion reached is that a broad scope of possible "rights" of the negotiating unit is left to be negotiated, or, also likely, left to the discretion of the employer.

#### Hypothesis 6

Hypothesis 6 has as a topic the contents of collective negotiations.

a. Since the terminology of the statutes is important, and there seems to be only a few duplications, but many variations in the specification of content, the names of the states will be listed alphabetically accompanied by the phraseology of the statutes of that state, with regard to contents of collective negotiations:

Alaska: ...matters pertaining to their employment and the fulfillment of their professional duties.

California: ...their professional and employment relationships with public school employers and to afford certificated employees a voice in the formulation of educational policy.

Delaware: ...their professional and employment relationships with Boards of Education.

Idaho: ...matters agreed to in any negotiation agreement between the local board of trustees and local education organization representing professional employees.

Kansas: ...terms and conditions of professional service.

Maine: ...terms and conditions of employment.

Maryland: ...matters relating to salaries, wages, hours and other working conditions.

Massachusetts: ...with respect to wages, hours and other conditions of employment, or the negotiation of an agreement, or any question arising thereunder...

Michigan: ...in respect to rates of pay, wages, hours of employment or other conditions of employment...



Minnesota: ...regarding conditions of professional service, as well as educational and professional policies, relationships, grievance procedures, and other matters as apply to teachers.

Montana: ...terms and conditions of professional service...

Nebraska: ...regarding employment and relations with certificated employees.

New Jersey: ...with respect to grievances and terms and conditions of employment.

New York: ...terms and conditions of employment, and the administration of grievances arising thereunder.

North Dakota: ...matters relating to terms and conditions of employment and employer-employee relations, including, but not limited to salary, hours, and other terms and conditions of employment.

Pennsylvania: ...with respect to wages, hours and other terms and conditions of employment, or the negotiation of an agreement or any question arising thereunder...

Rhode Island: ...covering hours, salary, working conditions and other terms of professional employment...

South Dakota: ...in respect to rates of pay, wages, hours of employment, or other conditions of employment...

Vermont: ...on the terms and conditions of their professional service and other matters mutually agreed upon.

Washington: ...relating to, but not limited to, curriculum, textbook selection, in-service training, student teaching programs, personnel, hiring and assignment practices, leaves of absence, salaries and salary schedules and noninstructional duties.

Wisconsin: ...on questions of wages, hours and conditions of employment...

b. The conclusion regarding the content of collective negotiations is that the use of general terms, such as "conditions of employment", in the statutes renders the actual content of collective negotiations a topic to be negotiated. In several of the states, the statutes are written so that nothing contained therein is intended to abrogate the

powers or duties of the board. In those states, then, the content of negotiations, even the act of negotiating, is dependent upon the discretion of the board. Also important, when considering content, is that the content of negotiations is significant only if the act of negotiating is significant. In states in which a "meet and confer" stance has been taken, with the educators' representative powerless, the content of negotiations is a futile consideration.

### Hypothesis 7

This hypothesis concerns the inclusion of supervisory personnel in the collective negotiations process and agreement.

a. Supervisors, as a homogenous group, were not mentioned in the statutes of seventeen of the twenty-one states. One must assume inclusion of supervisors in these states under the provisions made for "public employees", "certificated personnel", and other such categories.

b. Idaho includes supervisors, unless otherwise specified by a negotiation agreement between the board and the local education organization. Michigan statutes exclude "any individual employed as an executive or supervisor." The Delaware law considers supervisors to be in an "administrative" capacity and excludes them from the provisions made for "public school employees". Pennsylvania law does not permit employees at "the first level of supervision" (meaning the lowest level at which an employee functions as a supervisor, making decisions which affect the employment of other employees) to be included with any other units of public employees, but shall permit them to form their own separate unit.

c. Supervisors are generally treated like other employees below the management or administrative level, when considering provisions for their representation to their employer. The role of the supervisor in the negotiations process seems to be as much a matter of perplexity as the role of the principal. Like the principal, by virtue of his responsibilities, the supervisor is in a leadership position, and often, as the Pennsylvania statute defines his tasks, has "authority in the interests of the employer to hire, transfer, suspend, layoff, recall, promote, discharge, assign, reward or discipline other employees or responsibility to direct them or adjust their grievances." A further refinement of many of the laws, to position supervisors with principals in separate units for representation and negotiation is an expectation of this researcher.

#### Hypothesis 8

The final hypothesis deals with impasse procedures. The terms "mediation", "fact-finding", and "arbitration" were used interchangeably in some of the statutes examined, so in the interest of clarity, this analysis will be in terms of arbitration and mediation as previously defined (see pages 7 and 8), while fact-finding will be considered the process used, i.e., hearings, investigations, etc., to focus upon the real issues or differences between the parties to negotiations. Fact-finding is usually used in conjunction with mediation and arbitration, however, it may be applied simply to bring the issues to the attention of the parties from an unbiased observation. It, also, is sometimes used to bring the issues to the attention of the public, so that public pressure can be brought to bear upon one or both parties involved.

a. The statutes of Idaho, Maine, Maryland, New Jersey, New York, North Dakota, Pennsylvania, Rhode Island, Vermont, Washington, and Wisconsin each permits or directs the use of mediation in an effort to resolve an impasse. In the states of Maryland, New Jersey, and Rhode Island, the department of education is specified as the mediator. Wisconsin has an employment relations commission which acts as mediator or fact-finder. In the other states employing mediation, the mediator may be a person or persons mutually acceptable to the negotiating parties. In none of the statutes examined was mediation the only or final method for solution of an impasse.

b. Fact-finding procedures were established, with a written report of the findings and the recommendations of the fact-finders for resolving the dispute sent to both parties, in eighteen of the twenty-one states' statutes. Only Kansas, Michigan, and South Dakota do not spell out fact-finding procedures, although by virtue of their arbitration process, fact-finding is implied. In most of the states, a period of time (twenty, twenty-five, or thirty days) was specified within which the fact-finders were to gather and present their findings. The law of Washington states clearly that any report of recommendations shall be advisory only. California, Maryland, Minnesota, Nebraska, and Vermont laws specify that the findings and recommendations shall not be binding on the school district. Of the eighteen states employing fact-finding as a method toward solution of disputes, the statutes of seven of them make the findings and recommendations of the fact-finders public, as one of the steps in solving the impasse.

c. Kansas, Maine, Michigan, New York, Rhode Island, and South Dakota have statutes which prescribe arbitration in the event of an impasse. In each state mentioned, the solution attained through arbitration is binding upon both parties. In South Dakota, the commissioner of labor is the arbiter, while in New York any unresolved issues are taken to the state legislature for decision.

d. Maine, New York, and Rhode Island are the only states in which all of the methods discussed above are prescribed. Each procedure, mediation, fact-finding, and arbitration, is employed if the impasse in negotiations is such that it is not resolved by the preceding method.

e. The question of the authority of the board of education is raised in relation to collective negotiations. If arbitration is employed to resolve the impasse, and the decision of the arbiter is final, the board is relieved of power and authority in the matter under arbitrament. Such situation would exist in each of the states listed in c, above. On the other hand, the laws of Alaska, California, Maryland, Minnesota, and Vermont (none prescribing arbitration) stipulate that the decisions of the employer are final. Under these divergent conditions, the bargaining position of the parties to collective negotiations are decidedly affected. In the former, under binding arbitration, the bargaining position of the employer appears to be equal to that of the employee. In the latter, with the employer's decision final, the employer is at a distinct advantage.

### Strikes

Although the matter of strikes or lockouts does not constitute the topic of one of the hypotheses, it is recognized that these are valuable

(however damaging) pressure techniques in breaking an impasse. Only two states, Michigan and Pennsylvania, authorize strikes of public employees, and then, only after collective negotiations procedures, including mediation or arbitration, have failed to produce agreement. In each case, a series of steps is to be followed, including serving notice to the other party. Only Michigan law authorizes a lockout, and, like the provisions for strikes, only under prescribed conditions.

The laws of Delaware, Maine, Maryland, Massachusetts, Montana, Nebraska, New York, North Dakota, South Dakota, and Wisconsin clearly prohibit strikes by public school employees. The laws of Kansas and New Jersey do "not authorize strikes."

No mention of strikes can be found in the statutes of Alaska, California, Idaho, Minnesota, Rhode Island, Vermont, or Washington.

### Conclusions

The conclusions will be made in the same order as the hypotheses are listed. These conclusions will be based upon the most common practices, and will not be an attempt to adjudge the correctness of any. The conclusions are understood to pertain only to the twenty-one states from which copies of collective negotiations statutes were received.

1. Provisions for inclusion of the principal in the collective negotiations process are spelled out in eighty-six percent of the laws examined. In thirteen of the twenty-one states, the principal was included as a certificated employee, along with teachers, but exclusive of superintendents. In only one of these states, Idaho, was a provision made for excluding the principal upon agreement between the board and the teachers' negotiating unit.

2. By law, teachers have the right to negotiate in thirteen of the twenty-one states.

3. It was assumed that all of the states which presently have statutes for collective negotiations have recognized a need for enactment of these statutes.

4. Except for "good faith negotiations conducted at reasonable times, with any agreements reduced to writing", conditions which are prescribed by the laws of eighty-six percent of the states having negotiations laws, the procedure under which the process of negotiating takes place is itself negotiable. Only three states direct the employer to adopt rules and regulations for negotiations.

5. The rights of the negotiating units, as directed by law, included the right to represent their members (stated or implied in over eighty percent of the statutes), the right of exclusive representation (sixty-two percent), establishment of reasonable restrictions for membership (ten percent), and dues deductions from payroll (ten percent). Rights of the negotiating unit should be considered a topic for negotiations.

6. The contents of collective negotiations were as varied as the number of statutes available, when considering specific wording. Salaries, employment conditions, and contract grievances were among the topics mentioned most often. Ambiguity should be avoided in writing legislation in this area.

7. Supervisors have a place beside the teacher for negotiating collectively in eighty-six percent of the states which have negotiations laws. Fourteen percent of the states exclude, specifically, the supervisor from joining with teachers for representation. One state,

Pennsylvania, provides for supervisors to form their own separate negotiating unit.

8. All twenty-one of the states provide for impasse solution procedures. Fact-finding, which can be considered a tool used in mediation and arbitration, or by itself, is a most common device, described in, and incorporated into, the laws of eighteen of the twenty-one states, and implied in the laws of the other three. The statutes of thirty-four percent of the states make the findings and recommendations of the fact-finders public, as a means of resolving the dispute. Mediation is permitted, and suggested, in over half of the states, while arbitration is one step in the process in twenty-nine percent. Only three states prescribe the use of mediation and arbitration (both using fact-finding) as steps to solution of an impasse.

Strikes are authorized in two states, and then, under very specific conditions. Fifty-seven percent of the statutes examined prohibit or do not authorize strikes. No mention of strikes was found in the remaining seven statutes.



April 21, 1971

Dear Sir:

I am conducting a research project in cooperation with Dr. Ross Engel at Iowa State University, Ames, Iowa. The study concerns the role of the school principal in collective negotiations. The findings of this study will be the basis of my doctoral dissertation.

As a part of this project, I am interested in obtaining a copy of the statutes under which collective negotiations is conducted between educators and their employing boards of education in your state. If there is a charge for the materials, please inform me of the amount before you send the materials.

If you have no such statutes, please indicate this by signing the space below and returning this letter to me. Thank you very much for your cooperation.

Sincerely,

L. Eugene Johnson  
Kingsley, Iowa 51028

Mr. Johnson:

We have no statutes concerning collective negotiations between educators and their employing boards of education.

Signature \_\_\_\_\_

Title \_\_\_\_\_

Address \_\_\_\_\_

Kingsley, Iowa  
April 21, 1971

Paul F. Johnston  
Superintendent of Public Instruction  
State Department of Public Instruction  
Des Moines, Iowa 50319

Dear Mr. Johnston:

In case one of your fellow chief state school officers might question you about my inquiry or mention it to you, I am sending a copy of the letter that is being sent to each chief state school officer.

I have the information for the State of Iowa, so I won't need a reply from you. This is simply for your information.

Sincerely,

L. Eugene Johnson

LEJ:djo  
Encl.

APPENDIX D: TABLES OF MEANS AND  
STANDARD DEVIATIONS AND DISTRIBUTION OF RESPONSES

TABLES OF MEANS AND STANDARD DEVIATIONS AND DISTRIBUTION OF RESPONSES

Two types of tables for each item of the questionnaire make up Appendix D: A table of means and standard deviations, and a table of the distribution of the responses of 571 Iowa public school teachers, elementary principals, secondary principals, superintendents and board members to each item of the survey instrument. The former shows, in addition to the means and standard deviations, the F-Value, which was the result of an analysis of variance test upon the data. The means are arranged, in this table, in ascending order from left to right. The underlining is to indicate the results of Scheffe's multiple comparison procedure: Any two means not underscored by the same line are significantly different; and any two means underscored by the same line are not significantly different. Standard deviations indicate the clustering or scattering of the responses. If the standard deviation is a small figure, approaching zero, relatively tight clustering would be indicated. If, however, the figure is nearer to fifty than zero, scatter of the responses should be expected.

The second type of table, showing a distribution of the responses to questionnaire items is arranged so that the distributions around the critical scale values are observable. "Equal to 1" indicates complete disagreement with the statement, "less than or equal to 10" suggests very strong disagreement, and "less than 50" shows some degree of disagreement. "Equal to 50" stipulates neither agreement nor disagreement with the statement, "greater than 50" indicates some degree of agreement, "greater than or equal to 90" suggests very strong agreement with the item, and

"equal to 99" means complete agreement. Because of the overlapping nature of the scale positions just described, the number columns will not total the number of respondents in each group, nor will the percentages total one hundred percent. There were 111 elementary principals who responded and 115 respondents in each of the four other groups.

Table 15. Means and standard deviations of the responses to Item 1 of Part II

	Board Members	Superin- tendents	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	<u>69.14</u>	<u>77.91</u>	83.14	<u>84.17</u>	<u>93.57</u>	17.27
s	30.33	26.19	21.27	20.55	13.64	

Table 16. Distribution of responses to Item 1 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	1	0.9	2	1.8	2	1.7	5	4.4	9	7.8
less than or equal to 10	1	0.9	2	1.8	2	1.7	5	4.4	12	10.4
less than 50	1	0.9	7	6.3	7	6.1	11	9.6	19	16.5
equal to 50	3	2.6	5	4.5	5	4.4	11	9.6	14	12.2
greater than 50	111	96.5	99	89.2	103	89.6	93	80.9	82	71.3
greater than or equal to 90	100	87.0	69	62.2	69	60.0	61	53.0	46	40.0
equal to 99	86	74.8	50	45.1	46	40.0	40	34.8	27	23.5

Table 17. Means and standard deviations of the responses to Item 2 of Part II

	Teachers	Superin- tendents	Secondary Principals	Elementary Principals	Board Members	F- Value
$\bar{X}$	<u>54.82</u>	<u>63.74</u>	<u>64.54</u>	<u>66.52</u>	70.31	3.10
s	36.56	37.35	32.02	33.03	34.65	

Table 18. Distribution of responses to Item 2 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	14	12.2	8	7.2	7	6.1	21	18.3	15	13.0
less than or equal to 10	26	22.6	12	10.8	12	10.4	27	23.5	17	14.8
less than 50	46	40.0	29	26.1	28	24.4	11	9.6	19	16.5
equal to 50	7	6.1	12	10.8	15	13.0	11	9.6	14	12.3
greater than 50	62	53.9	70	63.1	72	62.6	93	80.9	82	71.3
greater than or equal to 90	34	29.6	47	42.3	41	35.7	47	40.9	59	51.3
equal to 99	25	21.7	35	31.5	30	26.1	31	27.0	44	38.3

Table 19. Means and standard deviations of the responses to Item 3 of Part II

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	38.57	45.77	67.85	68.13	81.86	35.81
s	34.52	36.87	31.93	29.49	25.18	

Table 20. Distribution of responses to Item 3 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	3	2.6	9	8.1	5	4.4	27	23.5	32	27.8
less than or equal to 10	5	4.4	12	10.8	11	9.6	36	31.3	46	40.0
less than 50	7	6.1	23	20.7	19	16.5	56	48.7	62	53.9
equal to 50	16	13.9	17	15.3	19	16.5	13	11.3	20	17.4
greater than 50	92	80.0	71	64.0	77	67.0	46	40.0	33	28.7
greater than or equal to 90	73	63.5	49	44.1	45	39.1	26	22.6	16	13.9
equal to 99	58	50.4	31	27.9	30	26.1	16	13.9	10	8.7

Table 21. Means and standard deviations of the responses to Item 4 of Part II

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	<u>51.25</u>	<u>62.17</u>	71.59	<u>72.90</u>	<u>85.50</u>	18.65
s	35.89	36.79	30.50	29.74	24.31	

Table 22. Distribution of responses to Item 4 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	4	3.5	8	7.2	7	6.1	16	13.9	22	19.1
less than or equal to 10	4	3.5	10	9.0	11	9.6	23	20.0	29	25.2
less than 50	8	7.0	17	15.3	15	13.0	35	30.4	45	39.1
equal to 50	8	7.0	18	16.2	14	12.2	10	8.7	19	16.5
greater than 50	99	86.1	76	68.5	86	74.8	70	60.9	51	44.3
greater than or equal to 90	84	73.0	55	49.6	56	48.7	49	42.6	29	25.2
equal to 99	71	61.7	50	45.1	35	30.5	29	25.2	19	16.5

Table 23. Means and standard deviations of the responses to Item 5 of Part II

	Teachers	Board Members	Elementary Principals	Secondary Principals	Superin- tendents	F- Value
$\bar{X}$	<u>75.70</u>	<u>77.28</u>	<u>82.61</u>	<u>82.77</u>	<u>87.80</u>	3.62
s	31.66	30.97	24.63	24.04	23.72	



Table 24. Distribution of responses to Item 5 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	9	7.8	5	4.5	2	1.7	5	4.4	9	7.8
less than or equal to 10	12	10.4	5	4.5	4	3.5	6	5.2	11	9.6
less than 50	18	15.7	9	8.1	9	7.8	7	6.1	15	13.0
equal to 50	8	7.0	6	5.4	6	5.2	4	3.5	10	8.7
greater than 50	89	77.4	96	86.5	100	87.0	104	90.4	90	78.3
greater than or equal to 90	69	60.0	72	64.9	75	65.2	94	81.7	71	61.7
equal to 99	45	39.1	50	45.1	53	46.1	66	57.4	52	45.2

Table 25. Means and standard deviations of the responses to Item 6 of Part II

	Board Members	Teachers	Superin- tendents	Elementary Principals	Secondary Principals	F- Value
$\bar{X}$	71.60	80.37	80.56	82.45	83.50	3.29
s	33.87	27.29	28.87	25.90	21.50	

Table 26. Distribution of responses to Item 6 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	3	2.6	4	3.6	2	1.7	7	6.1	12	10.4
less than or equal to 10	7	6.1	6	5.4	3	2.6	10	8.7	14	12.2
less than 50	13	11.3	10	9.0	5	4.4	14	12.2	22	19.1
equal to 50	5	4.4	6	5.4	8	7.0	6	5.2	10	8.7
greater than 50	97	84.3	95	85.6	102	88.7	95	82.6	83	72.2
greater than or equal to 90	73	63.5	75	67.6	74	64.4	76	66.1	61	53.0
equal to 99	52	45.2	52	46.9	47	40.9	52	45.2	43	37.4

Table 27. Means and standard deviations of the responses to Item 7 of Part II

	Board Members	Superin- tendents	Teachers	Secondary Principals	Elementary Principals	F- Value
$\bar{X}$	76.89	86.37	88.71	89.38	89.50	6.38
s	31.35	24.46	20.43	15.24	18.02	

Table 28. Distribution of responses to Item 7 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	2	1.7	2	1.8	1	0.9	5	4.4	9	7.8
less than or equal to 10	3	2.6	3	2.7	1	0.9	6	5.2	13	11.3
less than 50	6	5.2	3	2.7	1	0.9	9	7.8	16	13.9
equal to 50	1	0.9	4	3.6	5	4.4	1	0.9	7	6.1
greater than 50	108	93.9	104	93.7	109	94.8	105	91.3	92	80.0
greater than or equal to 90	89	77.4	89	80.2	88	76.5	90	78.3	68	59.1
equal to 99	71	61.7	58	52.3	57	49.6	62	53.9	47	40.9

Table 29. Means and standard deviations of the responses to Item 8 of Part II

	Board Members	Superin- tendents	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	8.27	16.03	26.97	27.60	49.00	29.74
s	18.40	28.37	32.11	32.54	36.62	

Table 30. Distribution of responses to Item 8 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	27	23.5	51	46.0	52	45.2	74	64.4	85	73.9
less than or equal to 10	33	28.7	60	54.1	64	55.7	89	77.4	99	86.1
less than 50	46	40.0	76	68.5	77	67.0	95	82.6	109	94.8
equal to 50	21	18.3	12	10.8	19	16.5	5	4.4	1	0.9
greater than 50	48	41.7	23	20.7	19	16.5	15	13.0	5	4.4
greater than or equal to 90	29	25.2	10	9.0	12	10.4	6	5.2	2	1.7
equal to 99	20	17.4	6	5.4	7	6.1	4	3.5	1	0.9

Table 31. Means and standard deviations of the responses to Item 9 of Part II

	Elementary Principals	Board Members	Secondary Principals	Superin- tendents	Teachers	F- Value
$\bar{X}$	28.68	29.29	29.86	31.75	34.16	0.46
s	34.22	36.87	33.05	37.41	33.21	

Table 32. Distribution of responses to Item 9 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	40	34.8	52	46.9	43	37.4	52	45.2	57	49.6
less than or equal to 10	48	41.7	59	55.2	59	51.3	63	54.8	67	58.3
less than 50	67	58.3	76	68.5	75	65.2	74	64.4	78	67.8
equal to 50	22	19.1	13	11.7	19	16.5	8	7.0	8	7.0
greater than 50	26	22.6	22	19.8	21	18.3	33	28.7	29	25.2
greater than or equal to 90	13	11.3	14	12.6	13	11.3	19	16.5	19	16.5
equal to 99	10	8.7	10	9.0	8	7.0	14	12.2	14	12.2

Table 33. Means and standard deviations of the responses to Item 10 of Part II

	Board Members	Superin- tendents	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	82.79	86.00	86.65	88.52	89.33	1.98
s	22.68	22.34	17.69	14.39	18.48	

Table 34. Distribution of responses to Item 10 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	2	1.7	0	0.0	1	0.9	4	3.5	1	0.9
less than or equal to 10	3	2.6	0	0.0	2	1.7	4	3.5	3	2.6
less than 50	3	2.6	1	0.9	2	1.7	6	5.2	8	7.0
equal to 50	4	3.5	6	5.4	6	5.2	5	4.4	10	8.7
greater than 50	108	93.9	104	93.7	107	93.0	104	90.4	97	84.3
greater than or equal to 90	89	77.4	80	72.1	79	68.7	86	74.8	72	62.6
equal to 99	66	57.4	52	46.9	51	44.3	54	47.0	52	45.2

Table 35. Means and standard deviations of the responses to Item 11 of Part II

	Superin- tendents	Board Members	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	85.67	85.72	88.97	89.45	95.47	6.54
s	21.77	19.63	15.18	14.59	9.50	

Table 36. Distribution of responses to Item 11 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	0	0.0	0	0.0	0	0.0	3	2.6	1	0.9
less than or equal to 10	0	0.0	0	0.0	0	0.0	3	2.6	1	0.9
less than 50	0	0.0	0	0.0	0	0.0	3	2.6	5	4.4
equal to 50	2	1.7	10	9.0	11	9.6	14	12.2	11	9.6
greater than 50	113	98.3	101	91.0	104	90.4	98	85.2	99	86.1
greater than or equal to 90	105	91.3	85	76.6	88	76.5	85	73.9	84	73.0
equal to 99	92	80.0	56	50.5	58	50.4	60	52.2	53	46.1

Table 37. Means and standard deviations of the responses to Item 12 of Part II

	Teachers	Board Members	Elementary Principals	Secondary Principals	Superin- tendents	F- Value
$\bar{X}$	82.15	83.95	84.98	85.17	86.17	0.55
s	25.15	23.50	17.63	19.30	22.41	

Table 38. Distribution of responses to Item 12 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	1	0.9	0	0.0	0	0.0	4	3.5	4	3.5
less than or equal to 10	4	3.5	0	0.0	2	1.7	4	3.5	4	3.5
less than 50	10	8.7	1	0.9	4	3.5	5	4.4	6	5.2
equal to 50	11	9.6	14	12.6	9	7.8	9	7.8	12	10.4
greater than 50	94	81.7	96	86.5	102	88.7	101	87.8	97	84.3
greater than or equal to 90	75	65.2	74	66.7	77	67.0	86	74.8	81	70.4
equal to 99	60	52.2	43	38.7	45	39.1	60	52.2	53	46.1

Table 39. Means and standard deviations of the responses to Item 13 of Part II

	Board Members	Elementary Principals	Superin- tendents	Secondary Principals	Teachers	F- Value
$\bar{X}$	77.97	79.50	82.56	83.92	84.73	1.38
s	31.67	26.76	27.70	21.40	23.25	

Table 40. Distribution of responses to Item 13 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	3	2.6	5	4.5	2	1.7	7	6.1	8	7.0
less than or equal to 10	3	2.6	5	4.5	2	1.7	8	7.0	12	10.4
less than 50	7	6.1	12	10.8	6	5.2	12	10.4	16	13.9
equal to 50	10	8.7	11	9.9	7	6.1	5	4.4	10	8.7
greater than 50	98	85.2	88	79.3	102	88.7	98	85.2	89	77.4
greater than or equal to 90	81	70.4	68	61.3	75	65.2	82	71.3	73	63.5
equal to 99	64	55.6	45	40.5	51	44.3	50	50.4	57	49.6

Table 41. Means and standard deviations of the responses to Item 14 of Part II

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	85.38	85.39	87.80	88.98	90.78	1.39
s	25.25	25.73	20.00	16.20	17.15	

Table 42. Distribution of responses to Item 14 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	1	0.9	2	1.8	0	0.0	5	4.4	5	4.4
less than or equal to 10	2	1.7	3	2.7	0	0.0	6	5.2	7	6.1
less than 50	3	2.6	3	2.7	2	1.7	9	7.8	7	6.1
equal to 50	3	2.6	9	8.1	10	8.7	6	5.2	9	7.8
greater than 50	109	94.8	99	89.2	103	89.6	100	87.0	99	86.1
greater than or equal to 90	90	78.3	88	79.3	92	80.0	90	78.3	88	76.5
equal to 99	75	65.2	57	51.4	62	53.9	63	59.1	64	55.7

Table 43. Means and standard deviations of the responses to Item 15 of Part II

	Superin- tendents	Board Members	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	17.47	22.82	29.97	31.01	39.00	9.18
s	22.85	26.80	29.04	30.49	35.17	

Table 44. Distribution of responses to Item 15 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	37	32.2	43	38.7	36	31.3	63	54.8	55	47.8
less than or equal to 10	46	40.0	49	44.1	51	44.3	76	66.1	69	60.0
less than 50	57	49.6	61	55.0	67	58.3	85	73.9	73	63.5
equal to 50	25	21.7	35	31.5	35	30.5	26	22.6	35	30.4
greater than 50	33	28.7	15	13.5	13	11.3	4	3.5	7	6.1
greater than or equal to 90	18	15.7	9	8.1	8	7.0	1	0.9	4	3.5
equal to 99	14	12.2	5	4.5	6	5.2	1	0.9	1	0.9

Table 45. Means and standard deviations of the responses to Item 16 of Part II

	Board Members	Elementary Principals	Secondary Principals	Superin- tendents	Teachers	F- Value
$\bar{X}$	60.01	71.20	71.32	72.40	72.67	3.79
s	36.00	27.87	26.10	29.05	27.37	

Table 46. Distribution of responses to Item 16 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	6	5.2	4	3.6	3	2.6	10	8.7	20	17.4
less than or equal to 10	8	7.0	7	6.3	4	3.5	10	8.7	26	22.6
less than 50	15	13.0	15	13.5	17	14.8	14	12.2	30	26.1
equal to 50	16	13.9	20	18.0	17	14.8	10	8.7	18	15.7
greater than 50	34	29.0	76	68.5	81	70.4	91	79.1	67	58.3
greater than or equal to 90	47	40.9	52	46.9	46	40.0	53	46.1	40	34.8
equal to 99	28	24.4	27	24.3	25	21.7	26	22.6	23	20.0

Table 47. Means and standard deviations of the responses to Item 17 of Part II

	Board Members	Superin- tendents	Secondary Principals	Teachers	Elementary Principals	F- Value
$\bar{X}$	24.62	25.67	43.03	44.52	45.00	11.85
s	31.49	31.47	32.69	34.13	32.61	



Table 48. Distribution of responses to Item 17 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	23	20.0	24	21.6	21	18.3	47	40.9	52	45.2
less than or equal to 10	31	27.0	32	28.8	34	29.6	66	57.4	69	60.0
less than 50	57	49.6	46	41.4	55	47.3	81	70.4	82	71.3
equal to 50	21	18.3	22	19.8	25	21.7	13	11.3	15	13.0
greater than 50	37	32.2	43	38.7	35	30.5	21	18.3	18	15.7
greater than or equal to 90	22	19.1	9	8.1	18	15.7	9	7.8	10	8.7
equal to 99	14	12.2	13	11.7	8	7.0	7	6.1	8	7.0

Table 49. Means and standard deviations of the responses to Item 18 of Part II

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	20.39	29.91	43.38	45.25	61.02	31.91
s	25.98	30.54	32.50	28.95	29.33	

Table 50. Distribution of responses to Item 18 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	12	10.4	24	21.6	18	15.7	38	33.0	59	51.3
less than or equal to 10	15	13.0	32	28.8	24	20.9	57	49.6	72	62.6
less than 50	20	17.4	46	41.4	42	36.5	68	59.1	85	73.9
equal to 50	30	26.1	30	27.0	35	30.5	29	25.2	19	16.5
greater than 50	65	56.5	35	31.5	38	33.0	18	15.7	11	9.6
greater than or equal to 90	28	24.4	15	13.5	11	9.6	8	7.0	2	1.7
equal to 99	12	10.4	9	8.1	7	6.1	3	7.0	1	0.9

Table 51. Means and standard deviations of the responses to Item 19 of Part II

	Board Members	Superin- tendents	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	<u>4.43</u>	<u>8.38</u>	<u>13.39</u>	<u>15.45</u>	31.72	25.64
s	12.62	17.58	20.61	23.85	31.51	

Table 52. Distribution of responses to Item 19 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	41	35.7	65	58.6	71	61.7	87	75.7	96	83.5
less than or equal to 10	54	47.0	80	72.1	85	73.9	98	85.2	109	94.8
less than 50	67	58.3	91	82.0	99	86.1	104	90.4	112	97.4
equal to 50	21	18.3	14	12.6	12	10.4	6	5.2	1	0.9
greater than 50	27	23.5	6	5.4	4	3.5	5	4.4	2	1.7
greater than or equal to 90	9	7.8	3	2.7	1	0.9	1	0.9	1	0.9
equal to 99	2	1.7	2	1.8	1	0.9	1	0.9	0	0.0

Table 53. Means and standard deviations of the responses to Item 20 of Part II

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	<u>50.56</u>	<u>63.94</u>	65.01	<u>70.10</u>	<u>83.30</u>	13.94
s	41.31	38.50	33.43	29.07	24.58	

Table 54. Distribution of responses to Item 20 of Part II

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	5	4.4	13	11.7	7	6.1	22	19.1	35	30.4
less than or equal to 10	6	5.2	16	14.4	9	7.8	25	21.7	41	35.7
less than 50	6	5.2	24	21.6	15	13.0	28	24.4	51	44.3
equal to 50	11	9.6	20	18.0	25	21.7	12	10.4	8	7.0
greater than 50	98	85.2	67	60.4	75	65.2	75	65.2	56	48.7
greater than or equal to 90	78	67.8	43	38.7	50	43.5	55	47.8	36	31.3
equal to 99	56	48.7	27	24.3	26	22.6	33	28.7	26	22.6

Table 55. Means and standard deviations of the responses to Item 1 of Part III

	Board Members	Elementary Principals	Superin- tendents	Secondary Principals	Teachers	F- Value
$\bar{X}$	90.18	92.14	93.95	94.63	96.67	3.91
s	19.32	13.73	15.05	7.53	7.01	

Table 56. Distribution of responses to Item 1 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	0	0.0	1	0.9	0	0.0	2	1.7	2	1.7
less than or equal to 10	0	0.0	1	0.9	0	0.0	2	1.7	3	2.6
less than 50	0	0.0	1	0.9	0	0.0	2	1.7	5	4.4
equal to 50	1	0.9	3	2.7	1	0.9	2	1.7	1	0.9
greater than 50	114	99.1	107	96.4	114	99.1	111	96.5	109	94.8
greater than or equal to 90	109	94.8	93	83.8	103	89.6	105	91.3	100	87.0
equal to 99	96	83.5	68	61.3	73	63.5	88	76.5	69	60.0

Table 57. Means and standard deviations of the responses to Item 2 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	69.44	73.63	77.93	82.92	87.87	7.40
s	34.27	33.05	27.74	24.56	22.36	

Table 58. Distribution of responses to Item 2 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	2	1.7	6	5.4	4	3.5	14	12.2	11	9.6
less than or equal to 10	4	3.5	9	8.1	7	6.1	16	13.9	16	13.9
less than 50	5	4.4	12	10.8	8	7.0	16	13.9	26	22.6
equal to 50	10	8.7	3	2.7	6	5.2	9	7.8	10	8.7
greater than 50	100	87.0	96	86.5	101	87.8	90	78.3	79	68.7
greater than or equal to 90	91	79.1	61	55.0	79	68.7	65	56.5	60	52.2
equal to 99	74	64.4	39	35.1	49	42.6	43	37.4	38	33.0

Table 59. Means and standard deviations of the responses to Item 3 of Part III

	Board Members	Elementary Principals	Superin- tendents	Secondary Principals	Teachers	F- Value
$\bar{X}$	67.96	77.61	80.66	80.95	77.61	5.42
s	34.64	27.39	28.94	24.75	27.39	

Table 60. Distribution of responses to Item 3 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	3	2.6	4	3.6	1	0.9	9	7.8	12	10.4
less than or equal to 10	6	5.2	6	5.4	5	4.4	9	7.8	19	16.5
less than 50	8	7.0	10	9.0	10	8.7	12	10.4	25	21.7
equal to 50	11	9.6	11	9.9	10	8.7	6	5.2	10	8.7
greater than 50	96	83.5	90	81.1	95	82.6	97	84.3	80	69.6
greater than or equal to 90	83	72.2	66	59.5	73	63.5	77	67.0	54	47.0
equal to 99	68	59.1	40	36.0	48	41.7	53	46.1	35	30.4

Table 61. Means and standard deviations of the responses to Item 4 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	75.10	85.18	87.29	88.63	92.01	9.39
s	30.95	25.10	20.35	15.10	16.46	

Table 62. Distribution of responses to Item 4 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	2	1.7	2	1.8	0	0.0	7	6.1	8	7.0
less than or equal to 10	2	1.7	3	2.7	1	0.9	7	6.1	13	11.3
less than 50	2	1.7	5	4.5	1	0.9	8	7.0	16	13.9
equal to 50	4	3.5	4	3.6	6	5.2	3	2.6	8	7.0
greater than 50	109	94.8	102	91.9	108	93.9	104	90.4	91	79.1
greater than or equal to 90	96	83.5	84	75.7	84	73.0	87	75.7	68	59.1
equal to 99	81	70.4	53	47.8	53	46.1	56	48.7	40	34.8

Table 63. Means and standard deviations of the responses to Item 5 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	60.03	66.23	70.53	76.07	79.19	7.16
s	35.24	35.31	29.35	24.83	26.88	

Table 64. Distribution of responses to Item 5 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	5	4.4	6	5.4	2	1.7	16	13.9	16	13.9
less than or equal to 10	5	4.4	10	9.0	4	3.5	18	15.7	21	18.3
less than 50	9	7.3	15	13.5	5	4.4	25	21.7	31	27.0
equal to 50	20	17.4	18	16.2	30	26.1	20	17.4	24	20.9
greater than 50	86	74.3	78	70.3	80	69.6	70	60.9	60	52.2
greater than or equal to 90	70	60.9	50	45.1	61	53.0	54	47.0	44	38.3
equal to 99	58	50.4	32	28.8	39	33.9	34	29.6	26	22.6

Table 65. Means and standard deviations of the responses to Item 6 of Part III

	Board Members	Elementary Principals	Superin- tendents	Secondary Principals	Teachers	F- Value
$\bar{X}$	65.30	80.69	81.71	83.41	89.44	12.79
s	35.93	26.11	26.47	22.56	20.39	

Table 66. Distribution of responses to Item 6 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	3	2.6	5	4.5	2	1.7	7	6.1	15	13.0
less than or equal to 10	3	2.6	8	7.2	3	2.6	7	6.1	22	19.1
less than 50	4	3.5	9	8.1	7	6.1	10	8.7	28	24.4
equal to 50	5	4.4	5	4.5	10	8.7	6	5.2	10	8.7
greater than 50	106	92.2	97	87.4	98	85.2	99	86.1	77	67.0
greater than or equal to 90	90	78.3	70	63.1	76	66.1	75	65.2	52	45.2
equal to 99	79	68.7	44	39.6	51	44.3	50	43.5	29	25.2

Table 67. Means and standard deviations of the responses to Item 7 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	18.94	20.74	26.22	30.75	36.43	5.62
s	27.65	31.94	32.36	32.93	37.15	

Table 68. Distribution of responses to Item 7 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	46	40.0	52	46.9	38	33.0	68	59.1	64	55.7
less than or equal to 10	55	47.8	65	58.6	57	49.6	79	68.7	79	68.7
less than 50	62	53.9	75	67.6	76	66.1	87	75.7	88	76.5
equal to 50	21	18.3	16	14.4	17	14.8	10	8.7	16	13.9
greater than 50	32	27.8	20	18.0	22	19.1	18	15.7	11	9.6
greater than or equal to 90	20	17.4	11	9.9	15	13.0	11	9.6	7	6.1
equal to 99	14	12.2	8	7.2	9	7.8	7	6.1	3	2.6

Table 69. Means and standard deviations of the responses to Item 8 of Part III

	Superin- tendents	Board Members	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	26.40	40.57	41.94	42.90	58.59	11.72
s	33.71	37.62	34.45	36.52	36.30	

Table 70. Distribution of responses to Item 8 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	20	17.4	29	26.1	24	20.9	57	49.6	35	30.4
less than or equal to 10	24	20.9	38	34.2	37	32.2	69	60.0	50	43.5
less than 50	33	28.7	52	46.9	56	48.7	78	67.8	57	49.6
equal to 50	24	20.9	21	18.9	27	23.5	11	9.6	21	18.3
greater than 50	58	50.4	38	34.2	32	27.8	26	22.6	37	32.2
greater than or equal to 90	43	37.4	24	21.6	21	18.3	12	10.4	25	21.7
equal to 99	32	27.8	14	12.6	16	13.9	5	4.4	14	12.2

Table 71. Means and standard deviations of the responses to Item 9 of Part III

	Board Members	Superin- tendents	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	31.04	32.58	39.28	44.23	73.29	31.66
s	32.24	34.73	33.45	34.90	27.70	



Table 72. Distribution of responses to Item 9 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	3	2.6	27	24.3	27	23.5	45	39.1	41	35.7
less than or equal to 10	4	3.5	36	32.4	41	35.7	55	47.8	54	47.0
less than 50	14	12.2	49	44.1	59	51.3	73	63.5	77	67.0
equal to 50	22	19.1	13	11.7	21	18.3	8	7.0	13	11.3
greater than 50	79	68.7	49	44.1	35	30.4	34	29.6	25	21.7
greater than or equal to 90	58	50.4	19	17.1	14	12.2	13	11.3	12	10.4
equal to 99	40	34.8	10	9.0	11	9.6	8	7.0	6	5.2

Table 73. Means and standard deviations of the responses to Item 10 of Part III

	Board Members	Superin- tendents	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	40.71	41.85	51.57	54.64	79.00	23.54
s	35.94	37.93	33.91	35.09	26.81	

Table 74. Distribution of responses to Item 10 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	4	3.5	17	15.3	20	17.4	41	35.7	35	30.4
less than or equal to 10	6	5.2	23	20.7	28	24.4	52	45.2	43	37.4
less than 50	9	7.8	35	31.5	39	33.9	57	49.6	62	53.9
equal to 50	15	13.0	16	14.4	21	18.3	10	8.7	15	13.0
greater than 50	91	79.1	60	54.1	55	47.8	48	41.7	38	33.0
greater than or equal to 90	68	59.1	32	28.8	22	19.1	22	19.1	20	17.4
equal to 99	54	47.0	19	17.1	15	13.0	13	11.3	13	11.3

Table 75. Means and standard deviations of the responses to Item 11 of Part III

	Board Members	Superin- tendents	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	38.47	42.75	47.70	54.30	79.39	25.67
s	35.75	38.18	33.82	35.46	26.40	

Table 76. Distribution of responses to Item 11 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	4	3.5	16	14.4	23	20.0	40	34.8	37	32.2
less than or equal to 10	5	4.4	22	19.8	31	27.0	46	40.0	48	41.7
less than 50	9	7.8	39	35.1	43	37.4	56	48.7	62	53.9
equal to 50	13	11.3	17	15.3	26	22.6	11	9.6	20	17.4
greater than 50	93	80.9	55	49.6	46	40.0	40	41.7	33	28.7
greater than or equal to 90	69	60.0	33	29.7	20	17.4	24	20.9	19	16.5
equal to 99	54	47.0	21	18.9	14	12.2	14	12.2	13	11.3

Table 77. Means and standard deviations of the responses to Item 12 of Part III

	Superin- tendents	Secondary Principals	Elementary Principals	Board Members	Teachers	F- Value
$\bar{X}$	34.02	39.99	41.45	41.58	70.32	20.76
s	35.63	31.34	34.72	35.37	30.02	

Table 78. Distribution of responses to Item 12 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	6	5.2	28	25.2	22	19.1	44	38.3	32	27.8
less than or equal to 10	9	7.8	38	34.2	36	31.3	56	48.7	42	36.5
less than 50	17	14.8	56	50.5	60	52.2	68	59.1	55	47.8
equal to 50	23	20.0	14	12.6	22	19.1	13	11.3	21	18.3
greater than 50	75	65.2	41	36.9	33	28.7	34	29.6	39	33.9
greater than or equal to 90	52	45.2	17	15.3	14	12.2	14	12.2	18	15.7
equal to 99	38	33.0	8	7.2	5	4.4	12	10.4	12	10.4

Table 79. Means and standard deviations of the responses to Item 13 of Part III

	Board Members	Elementary Principals	Superin- tendents	Secondary Principals	Teachers	F- Value
$\bar{X}$	<u>59.74</u>	<u>70.71</u>	72.60	<u>77.60</u>	<u>85.59</u>	12.48
s	36.80	29.80	31.07	23.00	20.52	

Table 80. Distribution of responses to Item 13 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	1	0.9	7	6.3	2	1.7	11	9.6	20	17.4
less than or equal to 10	1	0.9	8	7.2	3	2.6	13	11.3	25	21.7
less than 50	5	4.4	17	15.3	8	7.0	16	13.9	35	30.4
equal to 50	11	9.6	16	14.4	15	13.0	9	7.8	12	10.4
greater than 50	99	86.1	78	70.3	92	80.0	90	78.3	68	59.1
greater than or equal to 90	80	69.6	50	45.1	58	50.4	52	45.2	41	35.7
equal to 99	60	52.2	30	27.0	34	29.6	32	27.8	25	21.7

Table 81. Means and standard deviations of the responses to Item 14 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	40.54	47.83	57.26	62.00	84.54	26.77
s	38.53	40.76	36.41	33.24	22.04	

Table 82. Distribution of responses to Item 14 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	2	1.7	18	16.2	9	7.8	36	31.3	39	33.9
less than or equal to 10	3	2.6	26	23.4	16	13.9	45	39.1	51	44.3
less than 50	6	5.2	34	30.6	31	27.0	51	44.3	62	53.9
equal to 50	6	5.2	15	13.5	11	9.6	9	7.8	11	9.6
greater than 50	103	89.6	62	55.9	73	63.5	55	47.8	42	36.5
greater than or equal to 90	74	64.4	35	31.5	41	35.7	34	29.6	25	21.7
equal to 99	58	50.4	26	23.4	25	21.7	23	20.0	12	10.4

Table 83. Means and standard deviations of the responses to Item 15 of Part III

	Board Members	Superin- tendents	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	27.91	28.37	40.82	43.26	63.63	20.37
s	34.50	35.34	33.82	36.56	32.66	

Table 84. Distribution of responses to Item 15 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	13	11.3	24	21.6	22	19.1	56	48.7	51	44.3
less than or equal to 10	15	13.0	40	36.0	36	31.3	68	59.1	64	55.7
less than 50	26	22.6	56	50.5	61	53.0	78	67.8	81	70.4
equal to 50	22	19.1	16	14.4	18	15.7	9	7.8	10	8.7
greater than 50	67	58.3	39	35.1	36	31.3	28	24.4	24	20.9
greater than or equal to 90	41	35.7	24	21.6	21	18.3	14	12.2	17	14.8
equal to 99	33	28.7	16	14.4	13	11.3	8	7.0	7	6.1

Table 85. Means and standard deviations of the responses to Item 16 of Part III

	Superin- tendents	Board Members	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	21.77	26.45	28.83	36.41	58.43	21.89
s	31.70	33.89	31.60	34.89	33.46	

Table 86. Distribution of responses to Item 16 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	16	13.9	34	30.6	37	32.2	61	53.0	52	45.2
less than or equal to 10	20	17.4	49	44.1	56	48.7	75	65.2	69	60.0
less than 50	32	27.8	63	56.8	82	71.3	90	78.3	82	71.3
equal to 50	26	22.6	18	16.2	15	13.0	5	4.4	8	7.0
greater than 50	57	49.6	30	27.0	18	15.7	20	17.4	25	21.7
greater than or equal to 90	33	28.7	16	14.4	14	12.2	11	9.6	14	12.2
equal to 99	27	23.5	11	9.9	8	7.0	7	6.1	5	4.4

Table 87. Means and standard deviations of the responses to Item 17 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	46.81	53.29	60.42	62.23	80.09	16.77
s	38.20	35.26	33.98	28.22	26.77	

Table 88. Distribution of responses to Item 17 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	4	3.5	17	15.3	9	7.8	23	20.0	30	26.1
less than or equal to 10	4	3.5	19	17.1	12	10.4	29	25.2	40	34.8
less than 50	12	10.4	31	27.9	21	18.3	37	32.2	51	44.3
equal to 50	11	9.6	14	12.6	23	20.0	13	11.3	15	13.0
greater than 50	92	80.0	66	59.5	71	61.7	65	56.5	49	42.6
greater than or equal to 90	71	61.7	32	28.8	28	24.4	26	22.6	32	27.8
equal to 99	53	46.1	21	18.9	12	10.4	17	14.8	15	13.0

Table 89. Means and standard deviations of the responses to Item 18 of Part III

	Superin- tendents	Board Members	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	28.38	32.61	35.68	41.57	60.35	17.28
s	31.28	33.59	32.33	31.05	32.79	

Table 90. Distribution of responses to Item 18 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	12	10.4	30	27.0	22	19.1	49	42.6	42	36.5
less than or equal to 10	14	12.2	45	40.5	34	29.6	58	50.4	54	45.2
less than 50	30	26.1	64	57.7	53	46.1	74	64.4	68	59.1
equal to 50	27	23.5	18	16.2	23	20.0	17	14.8	21	18.3
greater than 50	58	50.4	29	26.1	39	33.9	24	20.9	26	22.6
greater than or equal to 90	38	33.0	13	11.7	9	7.8	9	7.8	15	13.0
equal to 99	31	27.0	8	7.2	6	5.2	5	4.4	7	6.1

Table 91. Means and standard deviations of the responses to Item 19 of Part III

	Board Members	Elementary Principals	Superin- tendents	Secondary Principals	Teachers	F- Value
$\bar{X}$	39.45	41.38	41.95	50.29	67.24	12.39
s	37.99	34.09	36.81	31.31	34.31	

Table 92. Distribution of responses to Item 19 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	13	11.3	27	24.3	16	13.9	35	30.4	39	33.9
less than or equal to 10	17	14.8	37	33.3	21	18.3	42	36.5	52	45.2
less than 50	24	20.9	54	48.7	42	36.5	59	51.3	62	53.9
equal to 50	19	16.5	17	15.3	27	23.5	15	13.0	11	9.6
greater than 50	72	62.6	40	36.0	46	40.0	41	35.7	42	36.5
greater than or equal to 90	53	46.1	12	10.8	21	18.3	23	20.0	25	21.7
equal to 99	38	33.0	9	8.1	8	7.0	16	13.9	10	8.7

Table 93. Means and standard deviations of the responses to Item 20 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	42.18	43.70	49.43	57.82	67.30	10.85
s	35.93	36.89	35.03	31.79	30.63	

Table 94. Distribution of responses to Item 20 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	8	7.0	24	21.6	15	13.0	36	31.3	32	27.8
less than or equal to 10	10	8.7	29	26.1	19	16.5	41	35.7	42	36.5
less than 50	21	18.3	39	35.1	31	27.0	53	46.1	52	45.2
equal to 50	21	18.3	19	17.1	17	14.8	14	12.2	25	21.7
greater than 50	73	63.5	53	47.8	67	58.3	48	41.7	38	33.0
greater than or equal to 90	44	38.3	23	20.7	26	22.6	21	18.3	20	17.4
equal to 99	33	28.7	12	10.8	11	9.6	15	13.0	16	13.9

Table 95. Means and standard deviations of the responses to Item 21 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	35.80	41.88	54.69	58.16	67.86	18.97
s	33.44	35.27	32.75	28.62	27.50	



Table 96. Distribution of responses to Item 21 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	6	5.2	15	13.5	8	7.0	35	30.4	40	34.8
less than or equal to 10	6	5.2	22	19.8	13	11.3	41	35.7	49	42.6
less than 50	17	14.8	34	30.6	28	24.4	55	47.8	58	50.4
equal to 50	25	21.7	16	14.4	21	18.3	19	16.5	29	25.2
greater than 50	73	63.5	61	55.0	66	57.4	41	35.7	28	24.4
greater than or equal to 90	40	34.8	21	18.9	21	18.3	18	15.7	13	11.3
equal to 99	33	28.7	14	12.6	11	9.6	10	8.7	8	7.0

Table 97. Means and standard deviations of the responses to Item 22 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	25.06	26.39	37.13	42.31	45.50	10.35
s	29.12	30.49	32.12	29.77	31.99	

Table 98. Distribution of responses to Item 22 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	23	20.0	27	24.3	18	15.7	49	42.6	51	44.3
less than or equal to 10	29	25.2	42	37.8	31	27.0	62	53.4	65	56.5
less than 50	48	41.7	58	52.3	50	43.5	78	67.8	74	64.4
equal to 50	33	28.7	24	21.6	34	29.6	15	13.0	28	24.4
greater than 50	34	29.6	29	26.1	31	27.0	22	19.1	13	11.3
greater than or equal to 90	19	16.5	12	10.8	12	10.4	9	7.8	6	5.2
equal to 99	15	13.0	7	6.3	7	6.1	6	5.2	4	3.5

Table 99. Means and standard deviations of the responses to Item 23 of Part III

	Superin- tendents	Board Members	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	31.32	40.03	47.15	48.50	58.56	11.04
s	32.43	36.42	33.11	29.94	31.60	

Table 100. Distribution of responses to Item 23 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	14	12.2	21	18.9	16	13.9	44	38.3	35	30.4
less than or equal to 10	14	12.2	29	26.1	23	20.0	55	47.8	48	41.7
less than 50	31	27.0	44	39.6	41	35.7	71	61.7	58	50.4
equal to 50	21	18.3	23	20.7	29	25.2	14	12.2	19	16.5
greater than 50	63	54.8	44	39.6	45	39.1	30	26.1	38	33.0
greater than or equal to 90	28	24.4	20	18.0	14	12.2	9	7.8	19	16.5
equal to 99	21	18.3	11	9.9	8	7.0	4	3.5	12	10.4

Table 101. Means and standard deviations of the responses to Item 24 of Part III

	Superin- tendents	Board Members	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	21.09	24.61	30.60	36.38	56.55	26.01
s	26.99	29.38	29.09	30.15	31.05	

Table 102. Distribution of responses to Item 24 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	13	11.3	34	30.6	21	18.3	54	47.0	48	41.7
less than or equal to 10	16	13.9	47	42.3	38	33.0	69	60.0	67	58.3
less than 50	32	27.8	73	65.8	65	56.5	88	76.5	81	70.4
equal to 50	28	24.4	20	18.0	20	17.4	11	9.6	19	16.5
greater than 50	55	47.8	18	16.2	30	26.1	16	13.9	15	13.0
greater than or equal to 90	30	26.1	8	7.2	11	9.6	4	3.5	7	6.1
equal to 99	17	14.8	5	4.5	6	5.2	2	1.7	3	2.6

Table 103. Means and standard deviations of the responses to Item 25 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	39.71	42.21	47.04	57.04	56.95	6.90
s	35.54	38.01	35.06	33.68	34.29	

Table 104. Distribution of responses to Item 25 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	15	13.0	26	23.4	16	13.9	39	33.9	33	28.7
less than or equal to 10	21	18.3	32	28.8	21	18.3	47	40.9	47	40.9
less than 50	31	27.0	47	42.3	34	29.6	53	46.1	57	49.6
equal to 50	18	15.7	15	13.5	19	16.5	16	13.9	20	17.4
greater than 50	66	57.4	49	44.1	62	53.9	46	40.0	38	33.0
greater than or equal to 90	36	31.3	20	18.0	34	29.6	23	20.0	16	13.9
equal to 99	26	22.6	11	9.9	12	10.4	10	8.7	11	9.6

Table 105. Means and standard deviations of the responses to Item 26 of Part III

	Board Members	Superin- tendents	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	29.70	30.63	43.80	45.29	74.23	37.13
s	31.33	32.01	31.86	34.45	28.55	

Table 106. Distribution of responses to Item 26 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	6	5.2	23	20.7	20	17.4	42	36.5	43	37.4
less than or equal to 10	8	7.0	34	30.6	30	26.1	55	47.8	57	49.6
less than 50	14	12.2	50	45.1	54	47.0	75	65.2	77	67.0
equal to 50	14	12.2	12	10.8	18	15.7	10	8.7	14	12.2
greater than 50	87	75.7	49	44.1	43	37.4	30	26.1	24	20.9
greater than or equal to 90	57	49.6	17	15.3	15	13.0	10	8.7	10	8.7
equal to 99	41	35.7	10	9.0	9	7.8	5	4.4	2	1.7

Table 107. Means and standard deviations of the responses to Item 27 of Part III

	Superin- tendents	Board Members	Elementary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	33.43	35.44	43.05	47.11	61.19	13.06
s	33.94	32.45	35.48	31.96	30.51	

Table 108. Distribution of responses to Item 27 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	11	9.6	31	27.9	20	17.4	42	36.5	36	31.3
less than or equal to 10	14	12.2	37	33.3	29	25.2	53	46.1	49	42.6
less than 50	25	21.7	55	49.6	45	39.1	66	57.4	63	54.8
equal to 50	25	21.7	12	10.8	25	21.7	18	15.7	21	18.3
greater than 50	65	56.5	44	39.6	45	39.1	31	27.0	31	27.0
greater than or equal to 90	30	26.1	16	14.4	19	16.5	16	13.9	9	7.8
equal to 99	26	22.6	11	9.9	7	6.1	5	4.4	5	4.4

Table 109. Means and standard deviations of the responses to Item 28 of Part III

	Superin- tendents	Board Members	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	20.89	21.00	33.60	33.73	55.66	27.09
s	26.58	24.81	29.59	32.34	32.18	

Table 110. Distribution of responses to Item 28 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	15	13.0	33	29.7	26	22.6	55	47.8	46	40.0
less than or equal to 10	20	17.4	45	40.5	44	38.3	67	58.3	67	58.3
less than 50	33	28.7	70	63.1	69	60.0	89	77.4	88	76.5
equal to 50	28	24.4	13	11.7	19	16.5	10	8.7	17	14.8
greater than 50	54	47.0	28	25.2	27	23.5	16	13.9	20	17.4
greater than or equal to 90	29	25.2	11	9.9	7	6.1	4	3.5	3	2.6
equal to 99	20	17.4	9	8.1	4	3.5	0	0.0	1	0.9

Table 111. Means and standard deviations of the responses to Item 29 of Part III

	Superin- tendents	Board Members	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	16.55	18.80	25.56	27.43	47.96	23.88
s	24.35	24.30	27.58	26.90	32.41	

Table 112. Distribution of responses to Item 29 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	21	18.3	38	34.2	30	26.1	61	53.0	52	45.2
less than or equal to 10	28	24.4	56	50.5	52	45.2	79	68.7	71	61.7
less than 50	44	38.3	80	72.1	82	71.3	97	84.3	93	80.9
equal to 50	27	23.5	15	13.5	18	15.7	7	6.1	14	12.2
greater than 50	44	38.3	16	14.4	15	13.0	11	9.6	8	7.0
greater than or equal to 90	20	17.4	5	4.5	5	4.4	4	3.5	3	2.6
equal to 99	12	10.4	4	3.6	3	2.6	0	0.0	1	0.9

Table 113. Means and standard deviations of the responses to Item 30 of Part III

	Board Members	Superin- tendents	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	15.25	17.03	30.89	31.14	45.17	21.61
s	23.84	22.60	28.63	30.17	34.01	

Table 114. Distribution of responses to Item 30 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	26	22.6	38	34.2	32	27.8	56	48.7	61	53.0
less than or equal to 10	31	27.0	47	42.3	50	43.5	73	63.5	83	72.2
less than 50	52	45.2	70	63.1	71	61.7	98	85.2	100	87.0
equal to 50	22	19.1	19	17.1	19	16.5	4	3.5	5	4.4
greater than 50	41	35.7	22	19.8	25	21.7	13	11.3	10	8.7
greater than or equal to 90	20	17.4	7	6.3	6	5.2	1	0.9	4	3.5
equal to 99	17	14.8	7	6.3	2	1.7	0	0.0	2	1.7

Table 115. Means and standard deviations of the responses to Item 31 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	33.45	50.95	55.94	56.77	71.60	19.74
s	34.33	36.69	33.80	30.43	29.75	

Table 116. Distribution of responses to Item 31 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	6	5.2	16	14.4	12	10.4	25	21.7	38	33.0
less than or equal to 10	11	9.6	24	21.6	18	15.7	32	27.8	56	48.7
less than 50	17	14.8	34	30.6	29	25.2	45	39.1	69	60.0
equal to 50	12	10.4	15	13.5	24	20.9	11	9.6	15	13.0
greater than 50	86	74.8	62	55.9	62	53.9	59	51.3	31	27.0
greater than or equal to 90	51	44.3	27	24.3	26	22.6	30	26.1	14	12.2
equal to 99	37	32.2	17	15.3	11	9.6	16	13.9	6	5.2

Table 117. Means and standard deviations of the responses to Item 32 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	<u>35.80</u>	<u>38.58</u>	<u>52.15</u>	<u>56.93</u>	<u>63.57</u>	14.42
s	35.00	36.11	33.50	31.95	31.26	

Table 118. Distribution of responses to Item 32 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	11	9.6	21	18.9	13	11.3	43	37.4	40	34.8
less than or equal to 10	15	13.0	25	22.5	20	17.4	48	41.7	52	45.2
less than 50	25	21.7	40	36.0	34	29.6	62	53.9	63	54.8
equal to 50	18	15.7	14	12.6	14	12.2	9	7.8	19	16.5
greater than 50	72	62.6	57	51.4	67	58.3	44	38.3	33	28.7
greater than or equal to 90	34	29.6	19	17.1	27	23.5	15	13.0	17	14.8
equal to 99	27	23.5	12	10.8	14	12.2	6	5.2	8	7.0

Table 119. Means and standard deviations of the responses to Item 33 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	<u>32.10</u>	<u>37.16</u>	<u>46.17</u>	<u>54.35</u>	<u>60.02</u>	14.65
s	32.28	34.56	32.93	32.30	30.22	



Table 120. Distribution of responses to Item 33 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	12	10.4	23	20.7	14	12.2	38	33.0	45	39.1
less than or equal to 10	15	13.0	31	27.9	20	17.4	46	40.0	55	47.8
less than 50	24	20.9	47	42.3	37	32.2	63	54.8	65	56.5
equal to 50	27	23.5	16	14.4	19	16.5	13	11.3	22	19.1
greater than 50	64	55.7	48	43.2	59	51.3	39	33.9	28	24.4
greater than or equal to 90	28	24.4	13	11.7	24	20.9	16	13.9	9	7.8
equal to 99	21	18.3	8	7.2	11	9.6	7	6.1	3	2.6

Table 121. Means and standard deviations of the responses to Item 34 of Part III

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	32.10	37.16	46.17	54.35	60.02	14.65
s	32.28	34.56	32.93	32.30	30.22	

Table 122. Distribution of responses to Item 34 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	13	11.3	28	25.2	20	17.4	47	40.9	55	47.8
less than or equal to 10	17	14.8	39	35.1	28	24.4	63	54.8	70	60.9
less than 50	26	22.6	59	53.2	49	42.6	78	67.8	76	66.1
equal to 50	21	18.3	24	21.6	27	23.5	14	12.2	12	10.4
greater than 50	68	59.1	28	25.2	39	33.9	23	20.0	27	23.5
greater than or equal to 90	34	29.6	10	9.0	15	13.0	8	7.0	15	13.0
equal to 99	23	20.0	6	5.4	8	7.0	6	5.2	8	7.0

Table 123. Means and standard deviations of the responses to Item 35 of Part III

	Superin- tendents	Board Members	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	26.29	28.02	37.67	44.93	61.96	23.14
s	31.13	35.41	31.54	31.54	31.96	

Table 124. Distribution of responses to Item 35 of Part III

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	16	13.9	25	22.5	19	16.5	49	42.6	58	50.4
less than or equal to 10	20	17.4	37	33.3	26	22.6	62	53.9	72	62.6
less than 50	30	26.1	50	45.1	42	36.5	74	64.4	79	68.7
equal to 50	18	15.7	30	27.0	32	27.8	14	12.2	10	8.7
greater than 50	67	58.3	31	27.9	41	35.7	27	23.5	26	22.6
greater than or equal to 90	40	34.8	14	12.6	19	16.5	10	8.7	16	13.9
equal to 99	26	22.6	8	7.2	10	8.7	6	5.2	8	7.0

Table 125. Means and standard deviations of the responses to Item 1 of Part IV

	Superin- tendents	Secondary Principals	Elementary Principals	Teachers	Board Members	F- Value
$\bar{X}$	44.72	49.40	51.67	52.23	55.63	1.39
s	37.64	33.74	36.12	36.89	38.76	

Table 126. Distribution of responses to Item 1 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	20	17.4	19	17.1	13	11.3	26	22.6	26	22.6
less than or										
equal to 10	31	27.0	27	24.3	24	20.9	39	33.9	30	26.1
less than 50	43	37.4	42	37.8	46	40.0	57	49.0	43	37.4
equal to 50	19	16.5	22	19.8	27	23.5	20	17.4	15	13.0
greater than 50	53	46.1	47	42.3	42	36.5	38	33.0	57	49.6
greater than or										
equal to 90	32	27.8	33	29.7	28	24.4	30	26.1	42	36.5
equal to 99	24	20.9	18	16.2	18	15.7	23	20.0	29	25.2

Table 127. Means and standard deviations of the responses to Item 2 of Part IV

	Teachers	Elementary Principals	Secondary Principals	Board Members	Superin- tendents	F- Value
$\bar{X}$	35.54	58.13	60.57	63.66	64.98	14.76
s	34.88	32.58	31.46	35.15	34.01	

Table 128. Distribution of responses to Item 2 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	43	37.4	12	10.8	10	8.7	14	12.2	17	14.8
less than or										
equal to 10	49	42.6	19	17.1	17	14.8	18	15.7	21	18.3
less than 50	67	58.3	31	27.9	28	24.4	24	20.9	27	23.5
equal to 50	17	14.8	21	18.9	20	17.4	18	15.7	18	15.7
greater than 50	31	27.0	59	53.2	67	58.3	73	63.5	70	60.9
greater than or										
equal to 90	15	13.0	27	24.3	31	27.9	44	38.3	45	39.1
equal to 99	11	9.6	17	15.3	19	16.5	31	27.0	31	27.0

Table 129. Means and standard deviations of the responses to Item 3 of Part IV

	Board Members	Superin- tendents	Elementary Principals	Secondary Principals	Teachers	F- Value
$\bar{X}$	<u>21.54</u>	<u>27.58</u>	<u>36.98</u>	<u>39.91</u>	<u>47.33</u>	12.49
s	26.28	30.06	31.54	30.32	34.19	

Table 130. Distribution of responses to Item 3 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	26	22.6	26	23.4	19	16.5	42	36.5	55	47.8
less than or equal to 10	32	27.8	37	33.3	34	29.6	59	51.3	73	63.5
less than 50	47	40.9	60	54.1	58	50.4	75	65.2	84	73.0
equal to 50	18	15.7	25	22.5	25	21.7	22	19.1	18	15.7
greater than 50	50	43.5	26	23.4	32	27.8	18	15.7	13	11.3
greater than or equal to 90	20	17.4	12	10.8	12	10.4	8	7.0	6	5.2
equal to 99	12	10.4	8	7.2	8	7.0	7	6.1	3	2.6

Table 131. Means and standard deviations of the responses to Item 4 of Part IV

	Teachers	Elementary Principals	Secondary Principals	Board Members	Superin- tendents	F- Value
$\bar{X}$	15.07	<u>34.94</u>	<u>34.98</u>	<u>42.90</u>	<u>47.77</u>	15.76
s	22.25	34.23	32.32	38.66	38.39	

Table 132. Distribution of responses to Item 4 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	66	57.4	36	32.4	28	24.4	31	27.0	35	30.4
less than or equal to 10	83	72.2	49	44.1	48	41.7	40	34.8	45	39.1
less than 50	94	81.7	62	55.9	68	59.1	49	42.6	59	51.3
equal to 50	12	10.4	22	19.8	20	17.4	22	19.1	14	12.2
greater than 50	9	7.8	27	24.3	27	23.5	44	38.3	42	36.5
greater than or equal to 90	1	0.9	16	14.4	13	11.3	32	27.8	28	24.4
equal to 99	0	0.0	8	7.2	7	6.1	25	21.7	21	18.3

Table 133. Means and standard deviations of the responses to Item 5 of Part IV

	Board Members	Superin- tendents	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	9.91	14.99	21.54	22.50	35.02	15.20
s	18.70	22.32	24.41	26.38	35.27	

Table 134. Distribution of responses to Item 5 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	40	34.8	46	41.4	44	38.3	63	54.8	76	66.1
less than or equal to 10	52	45.2	62	55.9	65	56.5	81	70.4	96	83.5
less than 50	66	57.4	81	73.0	88	76.5	95	82.6	104	90.4
equal to 50	18	15.7	20	18.0	19	16.5	16	13.9	8	7.0
greater than 50	13	27.0	10	9.0	8	7.0	4	3.5	3	2.6
greater than or equal to 90	16	13.9	4	3.6	2	1.7	3	2.6	2	1.7
equal to 99	9	7.8	3	2.7	2	1.7	2	1.7	1	0.9

Table 135. Means and standard deviations of the responses to Item 6 of Part IV

	Board Members	Teachers	Superin- tendents	Elementary Principals	Secondary Principals	F- Value
$\bar{X}$	46.77	53.19	56.31	67.55	68.50	8.67
s	36.14	36.72	33.58	33.44	29.94	

Table 136. Distribution of responses to Item 6 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	24	20.9	12	10.8	6	5.2	18	15.7	27	23.5
less than or equal to 10	32	27.8	16	14.4	12	10.4	25	21.7	38	33.0
less than 50	38	33.0	21	18.9	17	14.8	26	22.6	45	39.1
equal to 50	22	19.1	17	15.3	19	16.5	29	25.2	25	21.7
greater than 50	55	47.8	73	65.8	79	68.7	60	52.2	45	39.1
greater than or equal to 90	33	28.7	48	43.2	46	40.0	28	24.4	23	20.0
equal to 99	20	17.4	35	31.5	29	25.2	18	15.7	15	13.0

Table 137. Means and standard deviations of the responses to Item 7 of Part IV

	Superin- tendents	Board Members	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	16.23	16.23	25.63	28.21	51.11	27.36
s	23.88	25.68	20.27	31.19	35.89	

Table 138. Distribution of responses to Item 7 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	23	20.0	39	35.1	36	31.3	63	54.8	62	53.9
less than or equal to 10	31	27.0	55	49.6	62	53.9	80	69.6	83	72.2
less than 50	42	36.5	79	71.2	82	71.3	93	80.9	97	84.3
equal to 50	21	18.3	13	11.7	20	17.4	16	13.9	9	7.8
greater than 50	52	45.2	19	17.1	13	11.3	6	5.2	9	7.8
greater than or equal to 90	31	27.0	9	8.1	7	6.1	4	3.5	6	5.2
equal to 99	15	13.0	8	7.2	5	4.4	2	1.7	3	2.6

Table 139. Means and standard deviations of the responses to Item 8 of Part IV

	Elementary Principals	Teachers	Secondary Principals	Superin- tendents	Board Members	F- Value
$\bar{X}$	18.01	18.65	21.61	25.32	43.83	15.17
s	25.07	24.58	28.01	31.00	36.03	

Table 140. Distribution of responses to Item 8 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	61	53.0	58	52.3	46	40.0	51	44.3	30	26.1
less than or equal to 10	72	62.6	72	64.9	73	63.5	66	57.4	39	33.9
less than 50	87	75.7	88	79.3	90	78.3	86	74.8	55	47.8
equal to 50	20	17.4	17	15.3	13	11.3	12	10.4	20	17.4
greater than 50	8	7.0	6	5.4	12	10.4	17	14.8	40	34.8
greater than or equal to 90	3	2.6	3	2.7	8	7.0	10	8.7	23	20.0
equal to 99	1	0.9	3	2.7	5	4.4	8	7.0	14	12.2

Table 141. Means and standard deviations of the responses to Item 9 of Part IV

	Board Members	Teachers	Elementary Principals	Superin- tendents	Secondary Principals	F- Value
$\bar{X}$	44.61	50.59	63.52	65.43	67.66	10.83
s	35.28	33.81	34.06	33.26	28.53	

Table 142. Distribution of responses to Item 9 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	20	17.4	16	14.4	6	5.2	14	12.2	26	24.4
less than or equal to 10	28	24.4	20	18.0	13	11.3	17	14.8	38	33.0
less than 50	40	34.8	24	21.6	14	12.2	21	18.3	49	42.6
equal to 50	27	23.5	18	16.2	22	19.1	21	18.3	26	22.6
greater than 50	48	41.7	69	62.2	79	68.7	73	63.5	40	34.8
greater than or equal to 90	25	21.7	39	35.1	39	33.9	43	37.4	21	18.3
equal to 99	15	13.0	25	22.5	20	17.4	33	28.7	13	11.3

Table 143. Means and standard deviations of the responses to Item 10 of Part IV

	Teachers	Elementary Principals	Secondary Principals	Superin- tendents	Board Members	F- Value
$\bar{X}$	26.64	58.87	60.37	69.17	75.50	44.59
s	29.52	33.15	29.53	30.67	28.32	



Table 144. Distribution of responses to Item 10 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	48	41.7	14	12.6	8	7.0	8	7.0	7	6.1
less than or equal to 10	62	53.9	20	18.0	16	13.9	10	8.7	8	7.0
less than 50	75	65.2	27	24.3	24	20.9	18	15.7	10	8.7
equal to 50	16	13.9	26	23.4	30	26.1	25	21.7	24	20.9
greater than 50	24	20.9	58	52.3	61	53.0	72	62.6	81	70.4
greater than or equal to 90	5	4.4	35	31.5	30	26.1	53	46.1	61	53.0
equal to 99	3	2.6	19	17.1	11	9.6	32	27.8	42	36.5

Table 145. Means and standard deviations of the responses to Item 11 of Part IV

	Secondary Principals	Elementary Principals	Superin- tendents	Board Members	Teachers	F- Value
$\bar{X}$	15.39	15.57	15.67	16.24	24.11	2.43
s	21.95	23.55	25.81	27.71	29.70	

Table 146. Distribution of responses to Item 11 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	50	43.5	59	53.2	56	48.7	70	60.9	74	64.4
less than or equal to 10	67	58.3	79	71.2	83	72.2	86	74.8	84	73.0
less than 50	33	28.2	92	82.9	97	84.3	96	83.5	96	83.5
equal to 50	21	18.3	14	12.6	12	10.4	10	8.7	9	7.8
greater than 50	11	9.6	5	4.5	6	5.2	9	7.8	10	8.7
greater than or equal to 90	10	8.7	4	3.6	2	1.7	6	5.2	9	7.8
equal to 99	7	6.1	3	2.7	0	0.0	4	3.5	3	2.6

Table 147. Means and standard deviations of the responses to Item 12 of Part IV

	Board Members	Superin- tendents	Secondary Principals	Elementary Principals	Teachers	F- Value
$\bar{X}$	16.30	23.00	34.37	34.72	46.54	21.16
s	20.91	24.74	27.00	28.68	33.35	

Table 148. Distribution of responses to Item 12 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	25	21.7	31	27.9	20	17.4	46	40.8	58	50.4
less than or equal to 10	34	29.6	42	37.8	42	36.5	59	51.3	75	65.2
less than 50	44	38.3	57	51.4	63	54.8	82	71.3	92	80.0
equal to 50	27	23.5	34	30.6	34	29.6	26	22.6	19	16.5
greater than 50	44	38.3	20	18.0	18	15.7	7	6.1	4	3.5
greater than or equal to 90	20	17.4	8	7.2	6	5.2	3	2.6	0	0.0
equal to 99	8	7.0	3	2.7	2	1.7	3	2.6	0	0.0

Table 149. Means and standard deviations of the responses to Item 13 of Part IV

	Board Members	Teachers	Superin- tendents	Elementary Principals	Secondary Principals	F- Value
$\bar{X}$	51.57	55.70	67.70	68.73	71.45	10.82
s	32.67	30.10	29.94	25.84	23.77	

Table 150. Distribution of responses to Item 13 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	13	11.3	5	4.5	2	1.7	12	10.4	21	18.3
less than or equal to 10	20	17.4	6	5.4	5	4.4	14	12.2	26	22.6
less than 50	28	24.4	13	11.7	12	10.4	16	13.9	35	30.4
equal to 50	29	25.2	18	16.2	16	13.9	18	15.7	27	23.5
greater than 50	58	50.4	80	72.1	87	75.7	81	70.4	53	46.1
greater than or equal to 90	19	16.5	39	35.1	41	35.7	41	35.7	21	18.3
equal to 99	11	9.6	15	13.5	15	13.0	22	19.1	13	11.3

Table 151. Means and standard deviations of the responses to Item 14 of Part IV

	Teachers	Board Members	Elementary Principals	Superin- tendents	Secondary Principals	F- Value
$\bar{X}$	50.02	56.50	67.65	69.33	73.41	13.75
s	29.30	30.70	27.53	28.89	23.91	

Table 152. Distribution of responses to Item 14 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	16	13.9	6	5.4	5	4.4	11	9.6	15	13.0
less than or equal to 10	22	19.1	9	8.1	6	5.2	11	9.6	18	15.7
less than 50	36	31.3	16	14.4	11	9.6	15	13.0	26	22.6
equal to 50	32	27.3	15	13.5	9	7.8	18	15.7	32	27.8
greater than 50	47	40.9	80	72.1	95	82.6	82	71.3	57	49.6
greater than or equal to 90	14	12.2	34	30.6	44	38.3	42	36.5	25	21.7
equal to 99	9	7.8	21	18.9	18	15.7	23	20.0	12	10.4

Table 153. Means and standard deviations of the responses to Item 15 of Part IV

	Superin- tendents	Secondary Principals	Elementary Principals	Board Members	Teachers	F- Value
$\bar{X}$	55.29	60.96	62.67	64.49	78.77	12.95
s	31.27	24.52	25.83	27.32	19.67	

Table 154. Distribution of responses to Item 15 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	0	0.0	4	3.6	4	3.5	16	13.9	4	3.5
less than or equal to 10	0	0.0	8	7.2	6	5.2	19	16.5	9	7.8
less than 50	2	1.7	19	17.1	23	20.0	31	27.0	18	15.7
equal to 50	19	16.5	26	23.4	27	23.5	26	22.6	27	23.5
greater than 50	94	81.7	66	59.5	65	56.5	58	50.4	70	60.9
greater than or equal to 90	54	47.0	23	20.7	22	19.1	24	20.9	32	27.8
equal to 99	37	32.2	17	15.3	9	7.8	9	7.8	15	13.0

Table 155. Means and standard deviations of the responses to Item 16 of Part IV

	Elementary Principals	Teachers	Secondary Principals	Superin- tendents	Board Members	F- Value
$\bar{X}$	83.47	85.14	85.52	85.91	86.96	0.47
s	21.85	19.33	17.55	20.70	18.76	

Table 156. Distribution of responses to Item 16 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	1	0.9	1	0.9	1	0.9	1	0.9	2	1.7
less than or equal to 10	2	1.7	3	2.7	1	0.9	1	0.9	2	1.7
less than 50	4	3.5	5	4.5	4	3.5	6	5.2	3	2.6
equal to 50	8	7.0	12	10.8	7	6.1	6	5.2	7	6.1
greater than 50	103	89.6	94	84.7	104	90.4	103	89.6	105	91.3
greater than or equal to 90	75	65.2	73	65.8	82	71.3	88	76.5	82	71.3
equal to 99	48	41.7	49	44.1	36	31.3	55	47.8	55	47.8

Table 157. Means and standard deviations of the responses to Item 17 of Part IV

	Teachers	Secondary Principals	Board Members	Elementary Principals	Superin- tendents	F- Value
$\bar{X}$	83.37	86.47	87.23	87.49	88.60	1.03
s	23.26	17.05	21.15	22.65	19.64	

Table 158. Distribution of responses to Item 17 of Part IV

SCALE VALUE	Teachers		Elementary Principals		Secondary Principals		Superin- tendents		Board Members	
	N	%	N	%	N	%	N	%	N	%
equal to 1	4	3.5	4	3.6	0	0.0	3	2.6	1	0.9
less than or equal to 10	4	3.5	5	4.5	1	0.9	3	2.6	5	4.4
less than 50	9	7.8	6	5.4	2	1.7	3	2.6	5	4.4
equal to 50	6	5.2	4	3.6	10	8.7	6	5.2	7	6.1
greater than 50	100	87.0	101	91.0	103	89.6	106	92.2	103	89.6
greater than or equal to 90	78	67.8	90	81.1	84	73.0	94	81.7	90	78.3
equal to 99	47	40.9	50	52.3	46	40.0	62	53.9	57	49.6

APPENDIX E: LISTING OF QUESTIONNAIRE ITEMS FOR READY REFERENCE

LISTING OF QUESTIONNAIRE ITEMS

Appendix E has been included herein as a convenience to the reader. It is a listing of the items in the order contained in the survey instrument. The pages which follow were designed to fold out to a position which would place them just to the right of any page of this study, thereby permitting the reader ready reference to the items to which the report of findings refers, without adding to the bulk of the chapters which report and discuss the findings of the survey.

A numerical response to each item of the questionnaire was expected, the number of which was to correspond to any whole number on a scale from 1 through 99, inclusive. A sample of the scale is shown below.

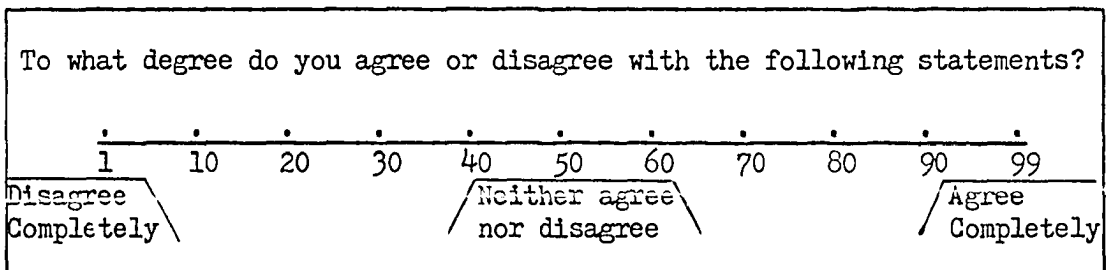


Figure 1. Response scale used in survey instrument

With regard to the items which made up Parts II and IV, a response indicating the degree of agreement or disagreement with the statement was solicited. An indication of the degree of agreement or disagreement to the inclusion of each of the items listed in Part III in the negotiation process as a topic for negotiation was sought from each respondent.

A response of "1" would indicate complete disagreement with the statement, "99" would show complete agreement with the item, and "50" would mean a position of neither agreement nor disagreement. The respondents were encouraged to feel free to respond with a whole number anywhere on the scale, as would best describe that respondent's thinking.

## PART II

### GENERAL INFORMATION ABOUT COLLECTIVE NEGOTIATIONS IN IOWA

1. Teachers, or their representatives, should have the right to negotiate collectively with the local board.
2. Teachers, or teachers' representatives, presently have the right to negotiate collectively with the local board of education.
3. There is a need for the enactment of legislation to afford teachers the right to negotiate with the local board.
4. If a collective negotiations statute would be enacted, it should make negotiations mandatory if either local teachers or local boards demand it.
5. If a collective negotiations statute would be passed, it should spell out "what is to be negotiable?" between teachers and local boards.
6. If a collective negotiations statute would be enacted, it should specify the negotiations procedures between teachers and local boards.
7. If a collective negotiations statute would be enacted, it should specify the procedures to follow should an impasse develop in the negotiations process.
8. If a collective negotiations statute would be enacted, it should allow teachers to strike, if all available means of settling the dispute are exhausted.
9. If a collective negotiations statute would be enacted, it should allow local school boards to close school, if all other available means of settling the dispute are exhausted.
10. Prior to actual negotiations, procedures to be followed during the discussions should be agreed upon by the parties involved in the negotiations process.



11. The persons, or unit, conducting the negotiations for the teachers should be guaranteed freedom from discrimination which may result from the negotiations process.
12. The negotiating unit (the group doing the negotiating) for the teachers should be selected by an unbiased election in which each teacher employed is entitled to vote for the unit of his choice.
13. The negotiating unit elected should be the exclusive negotiating agent for all the teachers.
14. Expenses incurred by the teachers' negotiating unit should be borne by all of the teachers represented.
15. Financial support for the teachers' negotiating unit should be made through a payroll deduction.
16. Should an impasse develop, the dispute should be settled through the efforts of a mediator (an impartial third party who does not dictate the terms of settlement).
17. Should an impasse develop, the dispute should be settled through binding arbitration (through an impartial third party who dictates the terms of settlement).
18. If all available means of settling a dispute are exhausted without a settlement resulting, the teachers' association should invoke sanctions.
19. If all available means of settling a dispute are exhausted without a settlement resulting, the teachers should strike, even if a strike is illegal.
20. The cost of arbitration, mediation, or use of a review panel should be shared equally by the school district and the teachers' organization.

### PART III

#### CONTENT OF NEGOTIATIONS IN IOWA

1. Salaries and wages
2. Credit toward salary for prior education or experience
3. Extra-duty pay for special activities
4. Health and accident insurance

5. Health services
6. Sick leave policies
7. Payment of professional organization dues
8. Individual contract terms
9. Teaching load or schedule of class periods
10. Duty-free periods for planning, etc.
11. Duty-free lunch periods
12. Teacher meetings, in-service meetings
13. Grievance procedures
14. Dismissal and resignation policies
15. Dismissal and resignation of individual teachers
16. Discipline or reprimand of individual teachers
17. Procedure for teacher evaluation
18. Teacher facilities, e.g., lounge, parking space, desk
19. Evaluation of teacher's performance
20. Curriculum review
21. Participation in developing job specifications
22. Development of tax or bond programs
23. Evaluation and application of testing programs
24. Distribution of budgetary items
25. Selection and distribution of textbooks
26. Pupil/teacher ratio and class size
27. Instructional aids and audio-visual equipment selection and distribution
28. Teacher aides selection and assignment
29. Secretarial and clerical assistance selection and assignment

30. Participation in teacher selection and assignment
31. School calendar
32. Pupil progress reports, promotion, and policies
33. Student extra-curricular activities and supervision
34. Evaluation of supervisory personnel
35. Evaluation of administrators

#### PART IV

##### THE ROLE OF THE PRINCIPAL IN COLLECTIVE NEGOTIATIONS IN IOWA

1. The principal should remain neutral during collective negotiations proceedings between the board and teachers.
2. The principal should function as an advisor to the board during negotiations between the board and teachers.
3. The principal should function as an advisor to the teachers' unit during negotiations between the board and teachers.
4. The principal should function as a member of the board's bargaining team during negotiations between the board and teachers.
5. The principal should function as a member of the teachers' bargaining team during negotiations between the board and teachers.
6. Principals should form their own separate bargaining unit to negotiate for their exclusive professional and economic matters.
7. Principals should be included in the teachers' bargaining unit when negotiating for their (the principals') professional and economic matters.
8. Principals should not negotiate with the board on professional and economic matters.
9. Principals, and other administrative and supervisory personnel, should form one bargaining unit to negotiate for their professional and economic matters.
10. After an agreement has been reached between the board's and the teachers' bargaining units, the principal's primary responsibility, regarding the agreement, is to protect the interests of the board.

11. After an agreement has been reached between the board's and the teachers' bargaining units, the principal has no responsibility to the board or the teachers regarding terms of the agreement.
12. After an agreement has been reached between the board's and the teachers' bargaining units, the principal's primary responsibility, regarding the agreement, is to protect the interests of the teachers.
13. As gains are made by teachers at the bargaining table, principals will find that they are obliged to alter their patterns of decision making.
14. As gains are made by teachers at the bargaining table, principals will face increased constraints when executing the tasks that are now their sole or shared responsibilities.
15. Formal grievance procedures may strengthen principal-teacher relationships, because the process establishes reasonable safeguards for the rights and interests of both parties.
16. A complaint by a teacher shall not be considered a grievance until attempts for solution through the normal administrative channels have failed.
17. The principal should be the first step in the grievance procedure, unless he is a subject of the grievance.